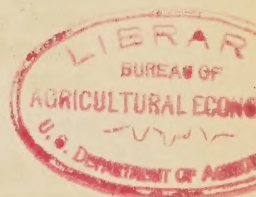


SUMMARY OF DOCUMENTS DEALING WITH AGRICULTURAL PLANNING

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Enclosed you will find six documents, each of which bears a very definite relationship to the others as an explanation of the Department's interest in a coordinated approach to agricultural planning. The events of the past year and the place of planning in the reorganized Department of Agriculture cannot be understood without knowledge of the contents of these documents. They are indispensable to anyone concerned with this work.



The first, the Joint Statement by the Association of Land-Grant Colleges and the Department of Agriculture (known as the Mount Weather agreement) is a statement of objectives and general procedure in land-use planning agreed upon by representative Land-Grant College officials and Departmental leaders last July. Mr. Tolley, the Chief of the Bureau of Agricultural Economics, recently referred to this agreement as the high-water mark of a long series of satisfying joint undertakings of the Department, the Experiment Stations, and the Extension Services.

The second document is commonly referred to as "Work Outline No. 1." As many of you know, this work outline was developed by representatives of the several Department agencies and contains specific proposals for a uniform approach in all States in developing plans and recommendations for land-use adjustments. Some States are simplifying this outline for use in their counties, but the essential features are being retained, so as to insure results that can be interpreted across State and regional lines in developing a National program. The work outline provides for the identification and mapping by State and local farmer committees, with the assistance of technically trained personnel, of areas according to their physical and economic conditions and the existing land-use and human problems. It provides for the classification by the committees of their land resources, for describing them fully, and for making recommendations for land-use adjustments and improvements in rural institutions. Since both funds and personnel are limited, intensive work will be conducted in a restricted number of counties this year, but it is expected that, as soon as possible, work will be started in all of the agricultural counties of the country.

The third document is the Secretary's Memorandum for Chiefs of Bureaus and Offices concerning the reorganization of the Department of Agriculture, dated October 6, 1938. Having accepted the terms of the Mount Weather agreement and having proposed Work Outline No. 1 as a procedure for land-use planning, the Department recognized the need for so organizing its internal structure as to make it possible to carry out the purposes of the Mount Weather agreement. In this order the Bureau

of Agricultural Economics was given the responsibility for the general planning of the Department's programs. It is to provide the channel through which State and local planning, on the one hand, can reach the Secretary and through which the planning of the Department, on the other hand, can reach the State and local committees. It is regarded as a part of the necessary mechanism for insuring correlation of all Department programs in such a way that in relation to one another they will make sense when they reach the farm and the farmer.

The fourth document is the Memorandum of Understanding between the Bureau of Agricultural Economics and the Land-Grant Colleges. This agreement is simply an attempt to formalize the Mount Weather agreement and to insure the necessary participation by the Bureau of Agricultural Economics whose functions were enlarged because of the Mount Weather agreement. This document is now in the process of being signed.

The fifth document is the Memorandum of Understanding between the Bureau of Agricultural Economics and other Departmental bureaus and agencies. It provides the basis both for translating the results of planning into action, and for financing cooperative planning work in the States. This document has been signed by the heads of all affected agencies in the Department, and approved by the Secretary.

The sixth document is a statement of procedure for developing a unified program in at least one county or area in each State this year. It proposes to carry the work described in Work Outline No. 1 beyond the point of recommendations to include the development of a cooperative program for initiating action in 1940, with such coordination of Departmental and State programs as is necessary to do the job. In some counties this may mean only a slight modification of the present programs of one or two agencies; in other counties, more significant change from several of the regular programs may be adopted. In any event, the work in these unified-program counties is an attempt on the part of the Department to make its contribution toward meeting the demand that the results of planning be translated into action.

JOINT STATEMENT BY THE
✓ ASSOCIATION OF LAND GRANT COLLEGES AND UNIVERSITIES
AND THE
UNITED STATES DEPARTMENT OF AGRICULTURE
ON
BUILDING AGRICULTURAL LAND USE PROGRAMS
July 8, 1938

Objective: Both the Department of Agriculture and the Land Grant Colleges and Universities wish to perpetuate and strengthen the harmonious and mutually helpful relations that have long existed between them.

1. The relationships in the field of research and extension have been defined in memoranda and established by precedents. They are clearly understood and mutually satisfactory.

2. New national programs which include elements in addition to research and extension provide payments to farmers on the fulfillment of specific conditions. They present an increased need for planning and action by farm people. They also place a responsibility upon the Secretary of Agriculture for the administration of the programs.

3. The Department feels the need for reasonably uniform procedures whereby farmers may take responsibility for the development of sound land-use programs, and policies for the dual purpose of (a) correlating current action programs to achieve stability of farm income and farm resources, and (b) helping determine and guide the longer-time public efforts toward these ends.

In order to function effectively and democratically in the national field, these procedures must provide for analysis, planning, and program building beginning in the communities and extending then to county, State, and national levels.

4. The Land Grant Colleges have had many years of experience in aiding and stimulating farm people to build agricultural or rural programs in communities, counties, areas, States, and regions, and in the formulation of agricultural policies at these various levels. This experience has also included program building by commodity groups, type-of-farming groups, and others. These broad efforts to help farm people build comprehensive programs for rural improvement should be intensified.

5. The problem now faced by the Department can best be met by developing special and reasonably uniform methods for land-use planning and program building within the framework of the program-building procedures already established. This can be done as follows:

A Cooperative Plan for Building Land Use Programs and
Policies and Having Such Programs Apply to Varying Local Conditions

1. Each State Extension Service shall set up in each agricultural county an Agricultural Land Use Planning Committee as a sub-Committee of its present County Agricultural Program Building Committee.

2. While the principal county committee consists wholly of farm people, with the county extension agent usually serving as non-voting secretary, the dual requirement of planning and correlation by the land use sub-committee calls for some participation by official personnel. Therefore, the sub-committee might well consist of at least 10 farm people, a few forest land owners in counties where forestry is a problem, the county agent, at least one member of the A.A.A. administrative committee, the rural rehabilitation supervisor, and any other State or Federal official in the county who has responsibility for the administration of agricultural land-use programs -- such as the Soil Conservation Service project supervisor. The farmer-membership shall constitute a substantial majority, and a farmer shall be chairman of the sub-committee. The county agent may be executive officer or secretary.

3. Either through the main county committee or directly, as best meets the situation in each State, the Agricultural Land Use Planning Sub-Committee shall correlate on a county basis, the land use plans, programs, and policies developed by community and neighborhood planning committees. Where such community committees do not now exist, they should be established as the cornerstone of the whole planning organization.

4. As a sub-committee of any existing State Agricultural Program Committee, or independently if such a Committee does not now exist, there shall be established in each State an Agricultural Land Use Program or Policy Committee. The Director of Extension shall be Chairman and the membership shall include the Director of the State Experiment Station, the Chairman of the AAA State Committee, SCS State Coordinator, FSA State Director, the Land Use Planning specialist of the BAE, a representative of the Forest Service, any other State or Federal official having responsibility for the management of land-use programs in the State, and a number of farm people, usually one from each type-of-farming area within the State. Preferably, the farm men and women should also be members of one of the county agricultural land-use subcommittees.

This statement, dealing only with a few main points, purposely omits details that obviously must be settled promptly. But this can best be done by individual consultation between each Land Grant College and the Department. Each State will wish to have procedures which suit its own situation and experience. This is not to say, however, that essential principles should be sacrificed. Thus, in all States farmer-thinking should dominate the work of the county sub-committees; there should be sufficient uniformity in methods of community planning groups to permit correlation of community plans on a county basis; similarly there must be sufficient uniformity to permit correlation of

county material on a State basis, and State material on a national basis. In the interest of program coordination, the official representation as outlined for the county and State land-use sub-committees should be uniformly observed.

It should be emphasized that if this system of coordinated land use planning is to endure, farmers must see tangible results from their work. Officials in charge of each land-use program must assume the responsibility of consulting the State Sub-Committee, receiving its suggestions and criticisms before launching a program in the State, and then explaining definitely what portions of its recommendations can be followed and why others cannot. In each county, there must be a direct responsibility upon each official to have the program in his charge carry out, to the greatest extent feasible the objectives determined by the community and county planning groups.

UNITED STATES DEPARTMENT OF AGRICULTURE

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County Land Use Planning
Work Outline Number 1
Covering an
Area Mapping and Classification Project
Recommended for
County Agricultural Land Use Planning Committees

Prepared by
Representatives of the Agencies in the Department of Agriculture
Concerned with Land Use Planning

January 1939

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Land Use Mapping and Classification
recommended for
County Agricultural Planning Committees

PREFACE

This work outline represents a more detailed statement of the land use mapping and classification work being recommended by the Department for inclusion in the county agricultural planning program in each State. It is an elaboration of the first part of the Department's statement of August 24, 1938, entitled, "Summary of Proposals for County Agricultural Land Use Planning, 1938-39," and is designed primarily for use by the state advisory committees, the project leaders, the planning technicians and others interested in the details of the work. It is believed that this work outline, unless it is materially revised and simplified, is not suitable for transmission to county agricultural planning committees, and therefore should be used mainly as a guide in formulating the detailed work plans for the State and in leading the project as it is carried out in the counties.

I. GENERAL

A. Need for Land Use Mapping and Classification Work.

The Department of Agriculture and the States have an intense interest in the land use planning activities of county agricultural planning committees, particularly in those lines of work which enable the local people to participate in public programs designed to aid in securing better rural land use and a more stabilized, balanced agriculture. To accomplish their objectives and to be of genuine assistance in improving the rural economy, the several public programs must be applied in the field, with due consideration given to the particular needs, characteristics, and land use problems of each community. The programs also must be so correlated that the work of one agency does not off-set or destroy the desirable land use adjustments accomplished by the programs of other agencies, and above all, there must be an effective balance between programs to assure that the relative emphasis placed upon the various lines of public action is in keeping with the public needs. Too much emphasis upon conservation at the expense of present living standards is as undesirable from a long-time point of view as is the wasteful use of land resources. There must be a balance between use and conservation, and the people must decide where the balance will be established.

Areas suitable for farming must be identified and Federal and State agencies need to work out with farmers the long-time goals for each local farming area so that: (a) Through educational procedures AAA

committees will be able to accomplish more with available funds by concentrating expenditures on the most desirable practices, and on areas where the need for land use adjustments is greatest, (b) the Soil Conservation Districts may develop their program, and the Soil Conservation Service its demonstration areas and other soil conservation work with the best available knowledge of erosion control techniques and their possible effects upon farm income, (c) the Soil Conservation Service, the Forest Service, and the Bureau of Agricultural Economics may develop the flood control and water facilities programs with due regard to their effects upon farm income, (d) the Farm Security Administration, as well as individuals, may be warned against setting up farm units too small or otherwise unsuited to the areas in which they are established, (e) the Farm Security Administration may grant rehabilitation loans and farm tenant purchase loans on the condition that farmers make the type of adjustments appropriate for the areas in which their farms are located, (f) the Extension Service and its specialists may formulate extension programs on the basis of adjustments agreed upon, and with greater emphasis upon the synthesis of the work of the specialists in terms of the fundamental or real problems, (g) the Forest Service may be guided in carrying out its farm-forestry program, and (h) the State and Federal research and experimental programs may be more closely integrated and better oriented to particular local farming problems.

Land Use Mapping and Classification serves to supply public programs with needed information on the location and characteristics of areas unsuited to farming. The Bureau of Public Roads wishes to know where these areas are in order that it may plan its secondary highway system more intelligently. It does not want to build expensive structures and thereby encourage settlement in areas that cannot in the long run support farming. The Bureau of Agricultural Economics needs to know where these areas are so as to help guide its public program of land purchase and land use adjustment projects. The AAA does not want to use funds as a means of sustaining agriculture in areas destined to revert to other uses. The Soil Conservation Service does not wish to work out detailed farm management plans for controlling erosion where farming should be discouraged. The Farm Security Administration does not wish to use its powers as a means of encouraging farming in areas unsuited to farming. None of these agencies can administer their programs most effectively until agreement is reached concerning the location and character of land that is unsuited to farming. States and counties may frequently find it cheaper in the long run to move people from poor land areas to better lands than to continue supplying roads and schools at high cost. Counties may wish to discourage settlement in such areas by enacting zoning ordinances.

Furthermore, areas unsuited to farming must be suited to some other form of constructive use. The proper use of these areas should be determined in order that public forestry, grazing, wildlife and recreation programs can be guided by the recommendations. State and Federal agencies need to know more about the areas that should remain in forest, farm woodlots, and open land in order that public forestry and other conservation agencies can be of greater assistance to farmers and other forest land owners in protecting their forest lands from fire.

Particular mention has been made of the numerous ways in which land use classification activities will serve the public programs administered by Federal agencies. It should be noted, however, that the various State agencies also have great need for the information and assistance which can be developed through county land use planning work. State agencies are participating to some extent in all Federal programs and in addition are carrying on many lines of administrative, educational, and research activities each of which can be better oriented through the results of land use planning, particularly land use classification. Likewise, the farmers and other local people who participate in the County Agricultural Planning project are benefited not only by the more effective application of public programs to their particular needs and conditions, but they also obtain a better understanding of the use capabilities of their land, much information on better farming practices, and an insight into the particular features of local land use problems. Such work will directly aid local communities by providing the basis for informing prospective settlers of farming opportunities, reducing local relief costs, aiding States and counties in handling their tax delinquency and tax-deed lands, securing more equitable taxation, avoiding wasteful expenditures for reclaiming poor land, granting credit, and forwarding many other activities which affect the use of land and water resources.

Since their inception, County Agricultural Planning Committees have displayed a genuine interest in public programs, and on numerous occasions have taken an active part in them. Likewise, the agencies responsible for carrying out the programs have come to place more and more dependence upon farmers and other local residents for advice and other assistance in fitting the programs to the particular problems, conditions, and needs of each locality. Although Agricultural Planning Committees have made notable progress they have an excellent opportunity to attain a still higher position of local leadership. The attainment of this leadership, however, will depend to a large degree upon full knowledge of local situations, the soundness of the Committees' conclusions and recommendations, and upon the extent to which their recommendations can be interpreted and used by the several agencies in carrying out programs in the field. This means that county planning work should be soundly based upon a fund of factual information, and that the results must be developed and presented to the agencies concerned in an organized and systematic fashion. Past experience leads to the opinion that this can be done most effectively by carefully worked out County Land Use Mapping and Classification Projects. The suggestions contained in this work outline represent the conclusions of the several agencies in the Department regarding the particular type of mapping and classification work which will be most useful to the Department, the Land Grant Colleges, and to others, including the local communities.

B. Main Features of the Land Use Mapping and Classification Work.

The land classification work being proposed by the Department does not represent a new type of work or a wide departure from the land use mapping work recommended previously. But rather, it is a refinement and extension of the work with considerably more emphasis placed upon an orderly procedure for developing the maps and information related thereto, and for putting the materials into a usable form. It will be noted

that the land classification maps are to be accompanied by a report for each county where the work is undertaken, and that the committees are requested to supply recommendations for desirable land use adjustments for each class of land. Following is a brief summary of the various phases of the proposed land classification work. These are discussed at considerable length in succeeding sections of this outline:

1. The first major phase involves: (a) breaking down or subdividing the county and community map into a number of local land use areas, each of which is relatively uniform throughout with respect to the similarity or pattern of its physical features, present land use, and existing land use problems; and (b) the presentation, in the report, of a brief description of the important features of each area and the land use problems existing therein.

The aim of this phase of the project is to designate the boundaries of local land use areas which should be distinguished from each other, for planning purposes, because they each represent basic differences in the combination of physical and land use characteristics between the several parts of the country or community.

2. The second major phase involves the classification of each of the local land use areas designated in phase number 1. This is an analytical classification in which areas are classified and in which the categories or classes are expressed in terms of the suitability of the particular area for some selected use or combination of uses.
3. A third phase consists of explaining, in the report, what types of shifts in land use or adjustments in farming practices are desirable for each of the land use areas, with due reference given to the class in which the area was placed under phase number 2. Included also in this section are suggestions, recommendations, and conclusions concerning the policies or measures which should be taken to secure or accomplish the shifts in land use and adjustments in farming thought desirable.
4. The fourth phase of the project involves working up the findings and recommendations for each county into usable form and making the materials available for use in the county and the State by those concerned, including the transmission of a copy of the results for use in the Department.

C. Applying the Project in the State and to Previous Land Use Classification Work.

In developing this work outline, an attempt was made to make it widely applicable as a guide for securing nation-wide comparability of results. However, it fails to mention a number of conditions, including land use problems and classes of land which are of considerable importance in some localities and in some States. It is desired that the land use mapping and classification work be made as applicable to the conditions and peculiarities of individual States as possible.

However, it is necessary also to maintain sufficient national uniformity to assure that the results will be useful to the Department. It will be possible to accomplish this and at the same time modify particular phases of the work to make it fit local requirements.

Accordingly, the State project leader and other extension leaders associated with him, in carrying on the land-use planning work, are requested to study this work outline and to prepare recommendations for desirable modifications which may be considered at the sectional conferences of extension directors, project leaders, economists, and district agents, scheduled for September. Such questions as to whether sub-classes should be added to the standard categories may need to be considered, as well as questions concerning desirable land-use adjustment measures and shifts in farming practices. Any subclassifications recommended need to be very carefully defined.

At these sectional meetings the methods of organization and procedure in carrying forward the land-use planning project will be discussed and the ground work laid for the development of State plans of work. Individual State plans of work will subsequently be prepared in each State in cooperation with the respective State Advisory Councils and submitted to the Department of Agriculture. These State plans of work should detail the procedures which will be followed in a State in general accordance with the terms of this work outline.

In order that this project will have the greatest immediate usefulness, the counties selected in each State this year should be distributed so as to have at least one county in each distinct type-of-farming area, and to secure a reasonably representative sample of the various agricultural and land use conditions in the State. This is important inasmuch as certain of the data developed in each county will be combined, weighted and used to secure estimates pertaining to the State itself. This means that the project leader will need to give careful attention to the problem of securing comparable results from each county in which the work is initiated. This can be accomplished only if the nature of the proposed work is clearly understood by each committee and if they are given careful guidance as the work progresses. It is suggested that the State Agricultural Advisory Council divide the State into land use problem areas, or sections, each having a distinct set or combination of land use planning problems and select counties which will be representative of the areas.

In selecting counties, the States are not limited to those counties which did not complete the land use mapping work last year. If it is desired to work in counties which are mapped and classified, the project leader should start this year's work at the point where it was dropped last year. Usually this will involve giving the committees an opportunity to review their maps with particular reference to possible revisions of the boundary lines, and then complete the project by preparing the county report and answering the questions which are pertinent to each of the areas mapped and classified.

When deciding upon the number of counties, it is important to bear in mind that this project requires considerable leadership and guidance, and also that the value of the work to the action programs is largely contingent upon its completion in those counties where it is conducted. It is desired that each State will conduct the land use mapping and classification work in as many counties as practicable this year and plan on extending this work to the remaining counties in each State in subsequent years.

D. Establishing Land Use Planning Communities:

Past experience in land use planning work suggests that this project can be conducted most effectively on a community basis. Therefore, it is recommended that one of the initial steps involves the division of the county into land use planning communities and the designation of membership of each community committee. These community committees are responsible for the land use mapping and classification work in their respective communities.

In many counties, community boundaries have already been established for Agricultural Extension, Agricultural Adjustment Administration and other programs. Generally these established boundaries will serve satisfactorily for land use planning communities. In some cases, however, the use of other boundaries such as a Soil Conservation District, the boundary of a Land Use Adjustment Project, Drainage District, Minor Civil Divisions, etc., may be desirable.

The following sections of this work outline cover the details of the project, including definition of terms, references to useful kinds of information, and suggestions on procedure for handling the several phases of the work by each land use planning committee.

II. THE LAND USE MAPPING PHASE

As explained previously this phase of project is designed to break down each community map into a number of homogeneous local land use areas each of which will be relatively uniform throughout with respect to: (a) its main physical features; (b) the present land use and types or systems of farming; and (c) the existing land use problems. Included also is a brief description of the significant characteristics of each of the land use areas so designated. This phase of the project must be clearly distinguished from the land classification phase which comes as a later step in the procedure. The land use mapping phase provides the background information and the geographic setting for other phases of the project. It not only provides a convenient basis for giving geographic expression to pertinent information and data, but also designates the boundaries between the several sections of a community having important differences in physical and economic characteristics. When the mapping work is completed each community map will have been subdivided into areas so designated that each area will have at least one, and often more, important features not present in the adjoining areas.

A. Base Maps for Land Use Mapping Work.

Although any accurate base map may be used for this project, the use of maps having a scale not less than one inch to the mile will be desirable. Maps showing the main cultural features (roads, streams, cities, etc.) and boundaries of county subdivisions (section township and other civil boundaries) will be particularly helpful in this work. Boundaries of National Forests, State, and National Parks, and other public land units may be included. The county highway maps obtainable from the State highway departments, or the detailed soils map of the county, will serve as desirable base maps.

B. Procedure and Criteria for Designating Local Land Use Areas.

^{1/}
Local land use areas generally can be designated fairly well by the various community committees from their general knowledge of the locality. However, soils maps, conservation maps, topographic maps and aerial photographs, where available, will be of great help in determining the boundaries more precisely. It will be found also that AAA contract data, crop yield information, ownership maps, present land use maps, cover type maps, and other land use planning information will be valuable for this and other phases of the project.

The best procedure for establishing land use area boundaries involves considering the several important physical and land use features and the land use problems of the community one at a time. As important variations or differences are noted in the particular feature under consideration, lines should be placed on the map to set off the several areas where these differences occur. The process is simply a series of subdivisions of the community map as additional features are successively taken into account and as variations are identified geographically.

Offhand, it may appear impossible to designate land use areas in this fashion because of the complex patterns and the numerous variations in physical characteristics within most communities. It must be remembered however, that this project is not designed to supply a detailed map of the many features of the community, but rather it is an attempt to mark out areas in each of which the particular combination of detail has resulted in distinct patterns of land use. For purposes of this project, it will often be desirable to distinguish both physical and land use characteristics in terms of patterns or mixtures of features. This will greatly simplify the work by eliminating the need for identifying minor variations and locating very small areas on the map. For example, a particular area may contain a complex mixture of different soil types with each of the types comprising only a small area.

^{1/} An area for purposes of this project should include several farms at least and be larger if possible. The object is not to map individual farms or parcels of land but rather to map and classify larger areas.

The Committee would merely recognize this as a particular pattern of soils, and draw the boundary line around the whole area where this feature exists. To reveal the nature of the pattern clearly, the committee would describe the area accurately in the text of the report accompanying the map. The same situation will exist with respect to types of farming inasmuch as many areas contain several different types of farms interspersed throughout the area. These type-of-farming areas likewise will need to be designated according to the uniformity of the pattern of types or the number and distribution of types over the area.

Another very important consideration to be taken into account in deciding upon the boundaries of land use areas, particularly insofar as physical features are concerned, is to distinguish areas having features which either (1) definitely limit the use which may be made of the land, (2) supply particularly favorable conditions for certain uses of the land, (3) create special soil management or land management problems, (4) provide natural barriers between areas, or (5) are associated with particular land use adjustment problems. Because of the fact that the several physical and land use features of an area are more or less related, often the boundary line for one factor such as topography or soil, for example, will also mark the boundary of one or more other significant characteristics such as the existing type of farms or the use being made of land.

In view of the many different combinations of physical and land use features which may be significant, and because of marked differences between States and even sections of a State, it is impractical to list or set up a standard set of classes to be followed universally in designating land use areas. However, a number of suggestions and illustrations are presented below to indicate the type of distinctions which are important for this project. In applying this work outline to a particular State or County, it will be possible, and may even be desirable, to set up more definite categories for use by the committees.

Physical Features: The important physical features to be taken into account in breaking down the county into uniform areas can be grouped broadly under the headings of Soils, Relief, and Climate. Although these are often closely associated, especially the first two, each of these factors will be expressed in many different ways when applied to a particular community. For example, differences in the texture of soils may be important, and the committee will distinguish between the principal soil classes such as sand, sandy loam, loam, silt loam, clay loam, clay, peat, or muck, or modifications of these classes such as gravelly sandy loam, fine sand, etc. Other distinctions may be based upon the depth of the surface soil, the relative amounts of organic matter, color, the ease or difficulty of tillage, the internal drainage or "wetness", the stoniness, the existence of high acidity or high salt content, amount of erosion, etc. In those instances where soil surveys are available a soil type or a grouping of soil types will be used, or possibly soil phases such as eroded phases, shallow phases, etc., of particular soil types. Occasionally the distinctions may be expressed in terms of forest land soils, grassland soils, valley soils, etc. Where recent soil surveys are available, either in published or manuscript form, advantage should be taken

of them. Those soil survey reports containing a table of soil productivity rating are especially useful. In considering surface features of the land, distinctions might be made between flat lowland areas, flat uplands, gently sloping, rolling, hilly, rough mountainous or some modifications such as gently rolling, etc. In a few counties slope maps classifying the areas in terms of percentage of slope are available. These maps may be used to good advantage in connection with this project. In all recent soil surveys, the soil types and phases shown on the map are defined in terms of slope and such maps and recent topographic maps are the best sources of published information.

Generally, climatic conditions will not vary greatly within a given community except when there are marked differences in elevation and topography, or where part of the community is influenced by large bodies of water. The most common climatic factors to be considered are important variations in precipitation and the length of growing season. The existence of frost belts, drought belts, temperature zones, hail belts, may be distinguished also.

Very often the committee will distinguish areas upon the basis of combinations of physical characteristics, and will wish to use general terms to characterize land types such as swamps, tidal marshes, scablands, bad lands, meadowland, deserts, etc. In all cases, the committee should map or indicate areas which are subject to periodic or occasional flood damages.

Present Major Land Use and Types of Farming: After the community map has been subdivided according to important differences in physical features, it should be subdivided further on the basis of existing differences in the present use being made of the land and the present types of farming followed in farming areas. In doing so, it will be found that the boundaries already drawn on the basis of physical features also mark the boundaries between some of the areas having differences in present land use. Usually, however, it will be necessary to further subdivide such areas so as to cover the important local differences in present land use.

In further subdividing the community map to distinguish areas having significant differences in present land use, it will be necessary for the committee to recognize, among others, the following distinctions, and draw the boundary lines so they will clearly differentiate the areas on the map.

1. A distinction between areas which contain arable farms and those which have very few or no arable farms should be made. For this project an arable farm is considered to be a farm having 10 per cent or more of the farm acreage in cultivated land, including pasture rotated with crop land, orchards, fallow land, and land temporarily idle. 1/

It will be valuable also to distinguish between various subclasses of arable farming areas on the basis of the proportion of the total land area which is in arable farms. For example, a committee might have three classes of arable farming areas; the first being all areas in which 85 per cent or more of the total area is in arable farms; the second having from 50 per cent to 84 per cent; and the third having between 10 or 15 per cent and 49 per cent in arable farms. The percentage breakdown selected will depend upon the particular land use patterns in each county and upon the extent to which the location and distribution of arable farms are associated with other features of the community; thus, each committee will need to decide upon the subdivisions which are important.

2. A distinction should be made between areas which are in livestock farms or ranches; and areas in "open range", "free range", "community pastures", etc., and blocks of publicly owned and managed grazing land. A livestock ranch generally will have very little of the farm acreage in crop land or will use most of the crop land for producing winter feed for its livestock to supplement the grazing of range or pasture lands, and will secure most of its income from the production and sale of livestock.
3. A distinction should be indicated on the basis of different types or combinations of types of farms as determined by the main sources of the farm income, such as, dairy, cash grain, cotton, tobacco, livestock, poultry farms, etc. The crops grown and livestock or livestock products produced should be listed in the report in the order of their importance for the type or types of farms found in each area. Areas having a number of part-time farms where the operator normally depends upon work off the farm for 40 per cent or more of the family income should be indicated.
4. In mapping grazing areas, a distinction should be made between winter, spring, fall and summer ranges, and also between range areas which have marked differences in carrying capacity.
5. Surface and subirrigated areas, and those irrigated from surface storage as distinct from wells, should be distinguished. So also should diked and drained land areas, recent cut-over farming areas, and areas where new farms are now being established or have been settled recently (since 1930).

1/ The use of the term "arable farm" in this project has particular reference to the western States in which it is desired to distinguish between (1) stock ranches having little or no cultivated lands, (2) those farms which contain significant acreages of cultivated lands used either for cash crop production or feed production consumed on the farm by livestock or sold to livestock operators. In other parts of the United States, dairy and other types of farms containing significant acreages of improved pasture (cleared, seeded, etc.) should be considered as arable farms.

6. Areas primarily in forest or woodland, and recent logged-off lands not now in farms should be distinguished from areas not so characterized.
7. Recreational areas and parks should be distinguished when the areas have been dedicated to these uses to the exclusion of other uses. Also, areas of outstanding scenic value or particularly useful for public camp, picnic grounds, etc., may be distinguished.
8. Areas containing a number of rural residences or summer homes may be set off from areas not containing such residences.
9. Waste land areas and those containing large amounts of recently abandoned or idle land should be distinguished.

In many cases the land in an area will be used for more than one purpose, such as for grazing and forestry, or it will contain a mixture of uses and a number of different types of farms. Under these circumstances the committee will use the appropriate combination of classes to characterize the area, such as forest-grazing area, part-time farming-forest area, wildlife-livestock farming-open range area, dairy-cash grain farming area, etc. The predominant use should be listed first. For this project, in considering joint forest and grazing or pasture uses, the committee will consider forestry the predominant use when 40 per cent or more of the ground area is covered by shade from standing timber. In describing the land use areas, the committee should indicate the relative importance of the several joint uses of each area and should clearly explain the features of the present land use pattern.

Designating Land Use Problem Areas: The final basis for subdividing the community map into uniform local land use areas is the location of land use problems. Generally it will be found that the subdivisions of the map, done previously on the basis of difference in physical features and present land use, cover most of the land use problem area. If, however, a particular land use problem or group of problems covers only part of an area previously designated, the committee should draw the boundary lines of the problem area on the map as accurately as possible. Some of the problems which the committee will wish to discuss in their report do not apply exclusively to any particular area, but are important in many contiguous areas or in all parts of the community. This fact should be indicated in the report.

To identify or recognize land use problems or existing maladjustments in land use in an area is not always a simple task. It involves an appraisal of the ways and conditions under which people are using the land resources, and a determination of whether the present use or conditions of land use are creating a situation which is contrary to the public interest. This necessitates establishing some rather clear ideas of what constitutes misuse of land from the public point of view.

For purposes of this project, the best expression of the public interest in land use can be obtained by examining the basic objectives of various public programs. These objectives reflect conditions of land use which the people, through their government, have decided are undesirable and, therefore, represent problems to be corrected. Using this as a basis, it is possible to group land use problems into seven broad classes, namely:

1. Conditions of land use which cause waste or loss of land and water resources;
2. Situations where persons dependent upon the land are receiving inadequate incomes to maintain desirable living standards;
3. Injury to health and properly values created by land use practices in other areas or even other counties;
4. Conditions of land use which are creating hazardous, dangerous, or unhealthful conditions of land occupancy, even though these conditions are created in some other county or State;
5. Conditions causing decadence of desirable community institutions;
6. Conditions of land use which cause inefficient or wasteful use of public funds; and
7. Other situations under which the land is not used efficiently.

In mapping and describing land use problem areas, the county committee will need to break down these seven classes of problems into categories which explain more specifically the particular form of the maladjustments in land use in each area.

It is evident that the waste of land and water resources may be brought about in various ways, such as through soil erosion, excessive depletion of soil fertility, or the application of limited water supplies to poor grades of land. Soil erosion, in turn, may be the result of unwise cropping practices, or may reflect situations where land being used for arable farming is physically unsuited for such use. Likewise, soil fertility depletion may be associated with farm units that are too small, may be the reflection of a prevailing system of land tenure and overcapitalization, or may be brought about through excessive burdens of local taxes. In the same way, there are a large number of immediate forces which cause or contribute to low incomes and inadequate living standards of rural families.

Some of these forces may be associated with the physical characteristics of the land; others may be due to local economic or social conditions. In some situations, low incomes may be the result of poor organization of farm business, or may be explained by the fact that the type of farming followed is poorly adapted to the area. In other situations, low incomes may be the result of losses of supplementary sources of employment upon which rural families formerly depended. Again, low incomes may be the result of soil depletion which, in turn, may be explained by insufficient information necessary to establish farming systems which prevent soil wastage. These and many other conditions affecting the cost of farming or the gross returns from farming will account for inadequate incomes in particular situations. Hazardous land occupancy may be associated with floods which, in turn, may be caused by some existing misuse of land. Scattered or isolated farms may characterize a land use problem because they are creating excessive costs of public services. Certain types of public financial aid or public subsidies may involve a land use problem because they encourage the continuance of wasteful systems of farming and inefficient farm organization, or because they encourage the use of lands for farming which should be used for some other purpose.

In considering the conditions of farm tenancy the committees should seek to determine whether tenant systems of farming constitute a factor contributing to soil wastage; uneconomic and inefficient farm organization; over-capitalization and excessive indebtedness; unsound development of farm and community habits, institutions, and modes of living; and an unstable and unbalanced agriculture. These conditions may grow out of farm tenancy because the tenant, usually faced with insecure tenure, frequently has no permanent interest in either the farm he is operating or the community in which he lives. This obviously is not conducive to conservational systems of farming. In some areas tenancy problems may be the direct result of the widespread use of customary crop-share or other types of leasing arrangements which encourage the production of soil-depleting crops and discourage the growing of soil-conserving crops and types of farming which make efficient use of such crops. In areas where tenancy is associated with absentee ownership, the incentive to "mine the soil" and follow other undesirable farming practices is in many instances created by the attitude of the landlord.

These examples can be expanded many times but they are sufficient to illustrate the form in which land use problems are to be described. The most important aspect of this phase of the project involves relating particular problems to their immediate basic causes and to their local land use setting. The several public agencies are mainly interested in knowing the peculiar features of land use problems in each locality, and wish to have the community planning committee point out the circumstances under which the problem was created in the particular area.

After the community map has been divided into its local land use areas, each of the areas should be given an identification number. (Number areas consecutively on the map - 1, 2, 3, etc.)

C. Describing the Main Features and Problems of Each Land Use Area.

As explained previously one of the parts of the land use mapping phase involves describing the characteristics of each local land use area, including the existing land use problems. In order to make certain that all important items of information about each community are included in the county report, each community committee should prepare a brief community report to accompany the map, and to be used by the county committee in preparing the county report. Because various items of important information will be brought out during committee discussions as they carry on the several phases of the project, it will be desirable to have some member of each community committee act as committee secretary with responsibility for taking significant notes from the discussions for use in the community report. The committee secretary should write or supervise the writing of the community report, using the information supplied to him by the committee.

After designating the land use areas, the committee should supply its secretary with the important facts to be used in a brief description of each land use area and an explanation of the nature of the land use problems. In most instances this will consist of a few sentences about the physical and land use characteristics with particular reference to those particular features which distinguish one area from the others. A rather complete statement may be made for Area number 1, followed by briefer statements for each of the other areas, pointing out only the significant differences between the features of Area 1 and the other areas. For example, the statement on physical features for Area 2 may read, "This area has the same physical characteristics as Area 1 except that it has a rolling instead of level topography and also has many small patches of sandy soils which are susceptible to drifting when devoted to clean cultivated crops."

In deciding upon the importance of various physical and land use features to be included in the description, the committee will be guided by the suggestions and criteria used as the basis for delimiting areas as explained in Section B above. It is important not only to point out those existing differences between areas which led to drawing the area boundaries, but also to include information on the present patterns of land use, types of farming, and physical conditions in each uniform area. Particular efforts should be made to include a good statement of the nature of land use problems and their causes. The identification numbers entered on the map should always be referred to in the report when presenting information applicable to specific localities.

Special Types of Descriptive Information Desired for Each Area: In order to avoid unfavorable reactions of the committees, and an over-emphasis of the first phase of the work at the expense of good work on later phases or the completion of the project, the project leaders working with the committees will need to handle carefully the descriptive portions of the work. Special care should be taken to avoid asking the committees so many questions that they tire of work. There are, however, a number of kinds of information about each land use area which are particularly valuable to the various public action programs, and which should be obtained from the committees, if possible,

and included in the county report. Some of these lines of information are very important in some States and of only secondary importance in others. In applying this work outline to his State, the project leader should consider which of the items listed below are not particularly pertinent to his State and which may be eliminated if necessary. These suggested modifications will be considered at the sectional meeting. An asterisk (*) is used to indicate those items which the Department suggests might be deferred until another year. This, however, is subject to some variation between States. Following are the types of descriptive information desired for each area:

1. For each arable farming area estimates should be included of the percentage of the land area which is in operating farm units, the average percentage of land in farms which is normally in cultivation and a list of the crops grown in the area in order of their relative importance in the farm organization. The type or types of livestock which are kept on the farm and an estimate of the approximate number of each type normally kept on the average family sized farm in the area should also be included.

*How the crops and livestock are generally disposed of, (sold for livestock feed, grain sold for cash, crops fed to dairy cattle and hogs on the farm, livestock marketed as feeder or grass-fattened animals, etc.) should be explained. Any recent tendencies toward marked shifts or changes in the type of crops grown or in the disposition of farm products should be explained with supporting reasons.

* In each farming area the proportion of white and colored farm operators in the area, the predominant nationality of farm families should also be indicated.

2. For each part-time farming area the sources of supplementary income should be pointed out. Whether employment from these sources has increased, declined or remained at a rather constant level during the past five years should also be indicated.
3. For each area which is subject to periodic damage from floods, the nature of the damage should be described, and the seriousness of the damage to farm land occupancy, and public or private property should be explained. The seasonal nature of the floods and any practices followed that contribute to rapid run-off should also be pointed out.
4. In all areas where tenancy is prevalent, a rather complete description of the tenancy system is desirable. ^{1/} Because of regional differences in the tenure systems, the information desired will not be the same for all sections of the country. The committee, therefore, should supply that information outlined below which is most nearly adapted to each particular area.

^{1/} Tenancy involves both farm tenants who rent all of the land they operate and part owner farmers who rent only a part of the land they operate.

The committee should indicate the proportion of farmers in each farming area who rent all of the land they operate, and the proportion who rent only a part of the land they operate. In describing the farming areas, the committee should estimate the proportion of tenant farms in the area that are rented by each of the following methods:

- (a) Cash
- (b) A stipulated amount of crops or livestock products
- (c) A proportionate share of the crops under:
 - (1) Share rental contract, and
 - (2) Sharecropping contract
- (d) A proportionate share of livestock products
- (e) A proportionate share of both crops and livestock products, and
- (f) Other types or combinations of these forms of rental payments.

For each of the most prevalent of these methods of renting, the committee should briefly describe the most common renting arrangements used in the area in terms of whether the agreement is written, length of term of lease, termination date, amount of supervision by landlord, provisions for notice of termination or renewal, and provisions for maintenance of terraces and other soil-conserving practices, and provisions for making soil treatments.

* In the southern section of the country, farm tenancy is commonly referred to as either the plantation system, the independent renter system, or the resident-operator system. ^{1/} In some sections of the Great Plains, the tenancy system is characterized by a large number of small absentee-owned units operated by tenants; in certain irrigated areas, the land is rented to commercial producers who farm it intensively with either subtenants or hired laborers; and in some Middle Western areas the land is owned in large units and rented by several individual tenant farmers. In describing the farming areas, the committee should explain which of these systems or combination of these systems or other systems predominate in each area and major exceptions to the predominant system.

- 5. In each range area the number of acres of range land normally used per animal unit of livestock should be estimated (considering an animal unit to be equal to a mature cow or horse, or five sheep). Whether the range area is used exclusively by livestock operators owning land in the adjoining areas or whether outside livestock are

^{1/} The "plantation system" is characterized by a predominance of a large scale agricultural enterprise composed of five or more contiguous or nearly contiguous tracts operated by renters or croppers. The "independent renter system" is characterized by the scattering of a number of individual family-sized farms independently operated by renters or croppers. The "resident operators system" is similar to the plantation system except that the manager of the operating unit is resident on the farming unit which is composed of less than five contiguous renter or cropper operated tracts of land.

grazed there also should be explained. Where grazing and forestry are joint uses of an area, the relative importance of each type of use should be indicated. Whether the joint use is creating any serious land use problems should be explained.

6. For areas having forest land we need to have the following information:

- (a) How much of each area is in woods: One-fourth, one-half, three-fourths, or more?
What are the principal kinds of trees in each area?
How much of the woodland in each area has:
 - (1) Mostly large trees (14 inches in diameter and over in hardwoods, or 9 inches and over in evergreens) one-fourth of the area, one-half, three-fourths or more?
 - (2) Mostly medium-sized trees (4 inches to 14 inches in diameter in hardwoods, or 4 inches to 9 inches in evergreens) one-fourth of the area, one-half, three-fourths or more?
 - (3) Mostly brush, scrub, or small trees (less than 4 inches in diameter) one-fourth of the area, one-half, three-fourths or more?

Note: The answers given for (1), (2), and (3) should total (a).

- *(b) How many sawmills, stave mills, shingle mills, turpentine stills, timber treating plants, or other woodworking plants are there in each area and where are they? Spot them on the map and indicate what each one is and how much it can produce a day.

III. THE LAND USE CLASSIFICATION PHASE

The next major phase of the project involves the classification of each designated land use area in accordance with the committee's conclusion and recommendation concerning the most desirable use of the land.

If the land use areas have been properly outlined, it should be possible to place each of them, as a whole, into one or another of the classes herein after defined. If any land use area is found which falls partly in one class and partly in another, that area should be divided into two land use areas so that each falls wholly into a single class.

Before outlining the desired work it is pertinent to indicate the relationship between this phase and the preceding phase of the project. It may be argued that a committee, being composed of well-informed men closely familiar with agricultural conditions in their local community, is in a position to make a classification of land in terms of desirable uses without carefully going through the first phase of this project. A committee may, indeed, proceed in this way. Neither the committee nor the public agencies however, would be in a position to know the extent to which the composite conclusions reflected in the classification had taken into account all the facts, relationships, and ideas relevant to the basic land characteristics, the land use problems, the alternative uses of land, etc., in their community. In other words, there would be no way of determining how "good" the classification is, and no basis for correlating the work between communities and counties.

Since this second phase of the project requires a consideration of desirable land uses in the light of present conditions in an area, it is clear that the classification is dependent upon two kinds of information: (1) one kind of information consists of opinions on reasonable alternative uses of land in the area. These opinions will depend upon the knowledge and the experience of the farmers in the local community, and upon the degree to which the facts describing the subdivisions of the area are suggestive of alternative desirable uses; (2) the second kind of information consists of factual knowledge of the physical features, present land uses, and the nature of land use problems in the component parts of the county.

Pertinent information and data must be available equally to each individual contributing to the composite opinion. The soundness of the committee's opinion is thus in large part proportional to the mutual understanding of descriptive facts, to the access each individual on the committee has to the same group of facts, and to the freedom each has in interpreting these facts from the standpoint of desirable land uses. To the extent, therefore, that classification in terms of desirable uses is dependent upon this second kind of information, the designation of local land use areas, set forth in the land use mapping phase above, constitutes a prerequisite to the second phase of the project.

Not only is the first phase of the classification necessary from the standpoint of logical soundness of opinion regarding desirable uses, but it is also highly desirable in that it constitutes tangible evidence of the materials which help to support the conclusions regarding desirable land uses. It provides a factual foundation upon which the programs of public agencies may be built, and it constitutes a basic record of fact which may be kept current and built upon by modifications and refinements from time to time as the county land use planning program proceeds.

The classification work involves having each community committee arrive at a conclusion regarding the most desirable use of each of the land use areas designated previously. In order to secure desired uniformity they should use the classes or categories recommended last year. However, in order to reveal important local differences or to secure desired modifications or qualifications of the main class, it will be desirable in many instances to set up subclasses under one or more of these main classes. These subclasses should be worked out by the project leader with the assistance of the planning technicians in the State and transmitted to the Department in the state work program with necessary definitions and explanatory information on the kinds of distinctions desired. Each of the subclasses adopted should be expressed in terms of desirable use to make them conform to the main classes. 1/ Following are the main classes to be used.

1/ Generally the most useful subclasses for the various Department programs will be those which show some breakdown in the extent or degree of recommended adjustments or shifts in major land use, cropping systems, farm and ranch reorganizations, etc; or where the subclasses indicate the relative proportions of farms to which recommended adjustments apply; or where immediate land use goals are distinguished from long-time goals. In this connection, however, it should be remembered that many of these qualifying land use recommendations can be expressed very satisfactorily in the report. In planning work, the use of definite classifications and subclasses has the advantage of providing a basis for presenting information on maps, and serves as a device for centering attention on specific questions to be answered.

A. Areas Now in Farms Which Are Not Suited for Arable Farming and in which the Lands Should be Put to Some other Use.

The Committee should make these areas "A" in the identification number (3A, 5A, etc.) and color them blue.

Areas in this class as distinguished from those in Class "E" are the poor land areas where the farm income is normally too low or too unstable to maintain the farm plant, provide adequate living standards, and maintain the public services. In special cases this class will include areas which have a few scattered isolated farms where the land not in farms is physically unfit for arable farming and thus cannot support closer land occupancy.

If the area contains arable farms, and if the area is recommended for livestock ranches, it falls within this class because a livestock ranch has been defined as a non-arable farm. ^{1/} In some instances the recommended use of an area will be for forestry, recreation, watershed protection or water supply sources, to the exclusion of all farms of any type. In other cases the main objective of eliminating arable farms is to eliminate isolated land occupancy which is costly to the public, creates a serious fire hazard to timber land areas, or in other ways seriously affects the value of the area for some special use for which it is particularly well adapted.

Included in this class also will be areas which are unsuited for arable farming because the limited available irrigation water supply makes it desirable to use the water in some other area. Drained or diked lands where the drainage enterprise is failing to the extent that farming is not profitable and where it is not feasible to attempt to improve the drainage conditions fall within this class.

In many instances these areas can be identified by the conditions of the farm plant. If the farm buildings, equipment, and fences are falling into a state of disrepair, abandonment, or ruins, it is likely that the area is unfit for arable farming. This is particularly true in the older farming regions, but may not be so true in recently settled areas which have not had time to readjust the types or systems of farming to the use capabilities of the land. Some areas that are suited to farming have poor buildings as in areas of cotton share-tenants and croppers, but in such areas buildings are maintained in about the same state of repair through the years and represent sufficiently favorable conditions to keep farming on a continuous basis, even though unsatisfactory from some points of view. Income from farming in these Class A areas is normally too low to keep farmers off relief rolls or from becoming destitute, and no dependable source of non-farm work is available to supplement the income from farming. Where such areas are also characterized by low average crop yields, frequent crop failure, poor soil, poor drainage, steep slopes, severe soil erosion, much rock outcrop, or other like features, they are almost certain to be unfit for arable farming. The soil map and report of the county

^{1/} See definition of arable farm on Page 9.

will help to locate areas having unfavorable physical conditions.

Other indicators of poor areas may include conditions of chronic farm tax delinquency, very few home facilities, such as, lights, telephone, etc., and the absence or decadence of community institutions (churches, schools, etc.) These indicators alone, however, should not be taken as conclusive evidence that the area is not suited for arable farming. In each case inquiry must be made as to the causes of the situation, and conclusions reached concerning the possibilities of using the area under some different system of arable farming.

- B. Areas Not Now in Farms, and Which Should Not be Used for Arable Farming Because They are Unsited for this Use Either as Full-time or as Part-time Farms Used in Conjunction with Existing Dependable Opportunities for Non-farm Work.

The Committee should mark these areas "B" and color them green.

These areas will have many of the physical characteristics of the Class A areas. Poor soils, steep slopes, much stone and rock outcrop, etc. They may be the costly areas to clear, drain, or irrigate from the standpoint of probable returns from farming if the land were reclaimed. They may be small areas too remote from existing roads and schools to justify the necessary expenses of providing public facilities.

- C. Areas Now in Farms, and Which are Questionably Suited for Arable Farming.

The committee should mark these areas "C" on the map and color them red.

The committees should use this class only where necessary, because it is desired to secure as much definiteness as possible regarding the suitability of various areas for particular uses. When areas are placed in this class the committee should carefully explain whether the area is marginal or whether they have classified it as questionable because insufficient knowledge or information is available concerning the area and the opportunities for effective use of the land.

- D. Areas Not Now in Farms, but Which are Suitable for Development into Either Part-time or Full-time Farms.

The committee should mark these areas "D" and color them orange.

These areas will have favorable physical characteristics for farming, will be favorably located with respect to markets and public facilities, and can be reclaimed at costs which are low enough so they can be paid for from the returns from farming the area.

Perhaps the most valuable indicators of this class of area will be obtained from comparisons of the prospective farming area with successful farming land having the same characteristics and the same types of reclamation problems.

- E. Areas Which are Now in Farms, and Which Should Remain in Arable Farming, Either With or Without some Changes or Shifts in the Size and Type of Farm, the Cropping Systems, and Soil Conserving Practices Followed, or Other Adjustments in the Farming System.

The Committee should mark each of these areas "E" in the identification number of the map and color them yellow.

These generally are areas in which past farming experience has demonstrated that arable farms of some type can produce, under average managerial ability and under a conservational method of farming, enough farm income, year in and year out, to (a) provide the farm family with an adequate living, (b) maintain the farm plant and pay reasonable returns on the investment, and (c) pay its proportional share of the costs of reasonably good public services. The standards for public services and adequate family income will need to be determined on the basis of acceptable standards in each community.

In some instances areas may be physically suitable for farming, but because of hazards to life and property, or because some other use of the land is more desirable from standpoint of flood control, sanitation, wildlife management, or other public purposes, the committee may place the area in some other class.

F. Special Classification of Restoration Lands in the Great Plains Regions.

In addition to the above classification of areas, the Department and States in the Great Plains Regions are greatly in need of a supplementary map showing the location of land that has been in cultivation since January 1, 1930, which in the opinion of the committees should be designated as restoration land. 1/ Accordingly, when the project is initiated in those counties of the ten Plains States which may qualify for restoration land payments under the AAA program, the project leader should include this special classification in the work.

The restoration land map in effect will involve the subclassification of all areas which are suitable for arable farming but which contain some cultivated lands, either entire farms or portions of farms, which should be permanently retired from cultivation. In addition, it will include those areas containing farms which have been classified as unsuited for arable farming.

In general, the type of map prepared will vary from State to State, depending upon the data available and the number of counties in which the work is carried out. In some States, for example, certain wheat yield data and other maps that have been prepared by the State College should offer a good basis for the farm-to-farm designation of restoration land. In two States in the North Central Region, South Dakota and Nebraska, the information contained on North Central Region Form 203 for 1938 should offer an equally good basis for the designation of restoration land. In other States, the type of data available will vary widely and the bases used will depend considerably upon the ingenuity of the project leader and research workers who are interested in the problem. Further consideration of specific categories and ways of securing the restoration land map will be discussed at the regional conference of project leaders and planning technicians.

1/ For this project the committees should use the definition of restoration land contained in the Agricultural Conservation Program Bulletin, viz., "farm land, in areas designated by the Administration, subject to serious wind erosion and containing large acreages unsuited to continued production of cultivated crops, which has been cropped at least once since January 1, 1930, and which is designated by the county committee as land on which, because of its physical condition and texture and because of climatic conditions, a permanent vegetative cover should be restored."

IV. SUGGESTIONS, CONCLUSIONS, AND RECOMMENDATIONS PERTAINING TO THE VARIOUS CLASSES OF AREAS

One of the important products of the committee's work on this project is their opinions and recommendations concerning desirable types of land use adjustment measures to be applied or followed in particular classes of land use areas. Thus, the community committees should include the following information in their report so that it can be consolidated into the county report.

A. Recommendations and Suggestions Pertaining to Areas in Farms which are Not Suited for Arable Farming (Class A - blue)

The Committee is requested to supply information on each of the following items for each area placed in the "A" class:

1. What percentage of the area is now in arable farms?
2. What use should be made of the area and the lands in farms that should be eliminated? (Timber production, grazing, wildlife, recreation, watershed protection or other uses or combinations of uses.) Explain these recommendations in sufficient detail to show clearly the nature of the adjustments recommended and the need or reasons therefor.
3. Would you recommend tree planting in any of the areas not now in trees? If so, what lands would you plant?
 - (a) All open lands
 - (b) Steep slopes or eroding land only
 - (c) Limited areas in connection with existing farms for timber, fuel, or fence posts
 - (d) For protection of fields, crops, buildings and feeding yards
 - (e) What kind of trees would you recommend planting?
4. What work opportunities could possibly be developed (in forest or timber operations, new industries or other pursuits) that would make the area suited to permanent rural residence?
5. What specific things can the various public programs do to assist in accomplishing the adjustments recommended? What is the rapidity with which the adjustments should be accomplished? (Gradually, immediately, over long period of time.)

B. For Areas Not Now in Arable Farms and Which Should Not be Used for Arable Farming (Class B - green) the Committee Should Supply Comments on the Following Items:

1. Explain why the areas should not be used for arable farming, and also, what is the most desirable use (timber production, grazing, wildlife, recreation, watershed protection, or other uses or combinations of uses.)

2. What work opportunities could possibly be developed in forest or timber operations, new industries or other pursuits, that would make the area suited to permanent rural residence?
3. Suggest measures or devices to assure that the area will not be used for arable farming and will be devoted to a more desirable use.
4. Would you recommend tree planting in any of the areas not now in trees? If so, what lands would you plant?
 - (a) All open lands
 - (b) Steep slopes or eroding lands only
 - (c) What kind of trees would you recommend planting?
5. For those areas which are now used for pasture, grazing, or in livestock farms supply the following information for each area:
 - (a) The number of acres of range land required per animal unit if the range is to be conserved or improved.
 - (b) What is the present condition of the pasture or grazing lands in the area? Are they overstocked or otherwise misused? Are there any serious tendencies in this direction?
 - (c) To what extent do each of the following types of range-conserving practices need to be carried out if the range is to be conserved or improved?

Permanent or semi-permanent practices:

- (1) Percentage of range land that should be artificially reseeded
- (2) Percentage of range land that should be contour furrowed or terraced
- (3) Number of earthen or rubble dams needed to check runoff and furnish stock water
- (4) Number of wells or spring improvements needed for proper distribution of stock
- (5) Percentage of range land that is now unfenced, but which should be fenced in order to obtain proper range control
- (6) Other practices of local importance (specify)

Practices to be performed annually:

- (1) Percentage of range land on which deferred grazing should be practiced, and

(2) Other practices of local importance (specify)

- C. For areas which are questionable as to their suitability for farming (Class C - red), explain whether the area was so classified because of insufficient facts about the area or whether it is a marginal area and seriously affected by small changes in prices of the products produced or in production costs. Supply the information necessary to provide a clear understanding of the reasons for placing the area in this class.
- D. For the areas which are not now in farms but which are recommended for farming (Class "D") the committee should supply suggestions on the following questions:
1. Does the land need to be (a) drained, (b) irrigated, (c) cleared of stumps or trees, (d) drained and cleared, (e) irrigated and drained, (f) other?
 2. What kind of farming seems most likely to succeed? Why? Could this type of farming be maintained over a long period without impairing the soil resource?
 3. Under what conditions do you think the areas could be profitably developed for farming?

For example:

- (a) If dependable sources of non-farm work could be assured, such as employment in forest or timber operations, new industries, or other non-farm pursuits.
 - (b) If large-scale, low-cost drainage operations are used to permit development.
 - (c) If settlement takes place in compact communities rather than becoming widely scattered, so that the costs of providing roads and schools will not be excessive.
 - (d) If increased demand for the products which the area can produce may be expected to justify its development.
 - (e) Other.
- E. Recommendations for Land Use Adjustments in the Areas which Should Remain in Arable Farms (Class E - yellow)
1. For each of the land use areas falling in this class the committee should describe the character of soil conserving practices and cropping systems that should be followed on farms in the area; indicate the extent of the changes or shifts which should be made in present practices; and supply recommendations on crop and conservation goals for each area as a unit, using the following categories:

- (a) The percentage of present cultivated cropland on farms that should be continued in cultivation under a satisfactory soil conservation and land use program for the area. 1/
- (b) The percentage of the cultivated acreage that should be in each of the following three classes of crops. 1/
- (1) Intertilled crop (included in this group should be corn, including field, sweet, and popcorn, but not sown corn; grain sorghums; broomcorn; cotton; tobacco; sugar beets and sugar cane; cultivated beans and peas, including field beans, soy beans, canning peas and cowpeas; peanuts, truck and vegetable crops, including potatoes, sweet potatoes, melons, and strawberries; and other crops grown in rows and cultivated.)
 - (2) Small grains and other close-sown commercial crops. (Include rice, wheat, oats, barley, rye, flax, buckwheat, emmer or speltz, and mixtures of any such crops; sudan grass, millet; sweet sorghums, broadcast sown field beans or peas, (including soy beans and cowpeas); and any truck or vegetable crop sown broadcast in this group)
 - (3) Grasses, legumes and hay crop (this group will include all legumes except as included in 1 and 2 above; all grasses sown or to be sown on cultivated cropland, except permanent pasture grasses on restoration land; mixtures of legumes and grasses; and small grains or other crops incorporated into the soil as green manure, provided such crops occupy the land a sufficient portion of the year to prevent the harvesting of a commercial crop.)
 - (4) Summer fallow.
- (c) The percentage of the cultivated acreage in the area on which the following specified soil-conserving practices should be carried out. (The estimates under this section should cover practices which will need to be carried out after 1938 performance under the Agricultural Conservation Program is completed)

1/ In areas where erosion is not an important problem, where crop (arable) farming is unimportant, or where most of the land is already in hay or pasture, these percentages may be given for the entire county, instead of for individual areas. The percentage of the cultivated acreage that should be in other classes such as summer fallow or orchards, may be added in States where such data is significant.

(1) Permanent or semi-permanent practices:

- (a) Terracing;
- (b) Applying limestone;
- (c) Applying phosphates;
- (d) Strip-cropping;
- (e) Other practices of local importance (specify)

(2) Practices to be performed annually:

- (a) Growing winter cover or green manure crops which occupy the land only a portion of the year and are followed by a harvested crop;
- (b) Growing summer cover or green manure crops which occupy the land only a portion of the year and which are preceded or followed by a harvested crop;
- (c) Contour cultivation;
- (d) Other practices of local importance (specify)

(d) Percentage of pasture land on which specified practices should be conducted.

- (1) Reforesting
- (2) Fertilization (specify practices)
- (3) Reseeding
- (4) Brush removal
- (5) Other practices

(e) Percentage of woodland on which specified woodlot management practices should be conducted.

- (1) Fencing
- (2) Thinning
- (3) Other practices

2. For each area recommended for arable farming the committee should supply its opinion as to minimum sized family farm of the type or types adapted to the area, which will supply a fair family living to farmers of average ability, and still permit the farmer to follow conservational farming practices. The estimate should be expressed in acres, and numbers of each type of livestock for each predominant type of farm.

* Describe desirable cropping systems for each area.

* This and other questions similarly marked may be set aside for another year's work if the State Council believes it desirable.

3. Many proposals have been suggested for the adjustment of the farm tenancy system so it will not impede various programs designed to improve American agriculture. In counties where tenancy is an important problem, use the following check list to explain which of the adjustments the committee believes will aid in bringing about soil conservation, better rural housing, and a more desirable farm and rural life in the area. If there are no important differences between areas, the items may be given for the county as a whole, instead of for individual areas.

- (a) Leases drawn for a long term of years,
- (b) Automatic continuation clauses in leases,
- (c) Six to eight months' notice of termination or renewal,
- (d) Compensation by landlord to tenant for termination of lease without good cause,
- (e) Compensation by landlord to tenant for improvements made by tenant and not exhausted at the time the tenant moves,
- (f) Compensation by tenant to landlord for any damage or deterioration to landlord's property.
- (g) Settlement of differences between landlord and tenant by arbitration,
- (h) Limitation of landlord's lien to the production of the farm during the current year,
- (i) Elimination of bonus or privilege rent,
- (j) Increasing the use of stock share leases,
- (k) Better crop share leases adapted to conservational rotations,
- (l) Combination crop share and livestock share leases,
- (m) Giving tenant option on farm in case of sale,
- (n) Encouragement of home ownership through Government aid to farm operators either by long-term credit at low interest or by the purchase of farms by Government for sale to tenants,
- (o) Discouraging the ownership of rented farms by absentee landlords through differential taxation or some other feasible means,
- (p) Control of speculation in land by taxes on profits made through the purchase and resale of farm property, and
- (q) For the Southern States, clarifying the position of the sharecropper by making all sharecroppers:

(1) Tenants, or (2) Farm Laborers.

State the reasons for believing that the measures checked will improve the condition of farming in the area. List any other

measures which you think would be appropriate in this regard.

4. For each area the committee should supply an explanation of any other kinds of recommended adjustment measures which apply to the farm organization. The inclusion of suggestions for alleviating or correcting land use problems described in Section II is particularly important.
- F. In those counties for which restoration land maps are prepared, the committee should supply an estimate of the total cultivated acreage in each area which they have designated as restoration land. They also should explain what criteria were used in selecting restoration land, and if possible indicate how this class of land can be identified in their particular locality. If crop yields were used as the basis, they should indicate for specific crops the yields which were adopted as the standards.

Other types of information and recommendations may be selected later as the result of the regional conference of project leaders.

V. COORDINATION AND SUMMARIZATION OF COMMUNITY MAPS AND REPORTS

A. Integrating the Community Maps

The preceding phases of this project involve work which is to be conducted on a community basis. It will be necessary, therefore, to consolidate each of the community maps and reports into a map and accompanying report for the entire county. This will necessitate correlating the boundaries of land use areas between the several communities, and reconciling differences in the classification of adjoining areas. It also will require the compilation and organization of the materials and recommendations contained in each community report.

Several possible procedures might be followed in accomplishing desired integration of the work. The best results will be obtained if the project leader, with such technical assistance as he has available in the county, takes a rather active part in the preparatory work involved. He should handle the mechanical task of transferring the land use area boundary lines upon the county map and the renumbering of the areas, including the appropriate sections of each community report, so as to avoid duplication. Where the area boundaries and the classifications are in agreement across community boundaries he will color the areas accordingly. If, however, there are major discrepancies he should indicate the temporary boundaries so as to show existing discrepancies.

After this preparatory work has been completed, the county committee, including representatives of each community committee, should meet to consider their county map and report. At this meeting decisions should be reached concerning corrections of boundary lines, classifications, and recommendations and information in the report.

The project leader also can be of great assistance in working up the county report in final form. In doing so he will wish to take particular care in making it conform to the conclusions of the committees.

B. Summarizing the Recommendations

Although most of the information, conclusions, and recommendations resulting from this project will be related to specific areas in the county report, it is desirable to summarize some of the materials for the county as a whole. This is particularly true of the committee's recommendations on conservation goals made in answer to the questions listed on page 25, section IV, of this outline. These summaries should be set up in table form if possible. The attached tables (USDA-AAA Form No. 4) indicate the type of summary tables which would be most useful to the Department. These tables can be used to summarize the recommendations for individual areas within a county. They also are useful for compiling a State summary of information from individual counties. Other information may be summarized in the same fashion if desired.

Form No. 4
U. S. Department of Agriculture
AAA, Division of Program Planning

Sheet No. _____
of _____ Sheets

Summary Sheet - County Planning Project, 1938-39, for Crop Farming Areas

State and County		Areas - Counties				Weighted
Items		"1"	"3"	"7"		County
						Average
Percentage of Present Cultivated Crop-		:	:	:	:	:
land to be Continued in Cultivation :		:	:	:	:	:
Approximate number of acres of land in:		:	:	:	:	:
the area to be continued in cultiva-		:	:	:	:	:
tion :		:	:	:	:	:
Percentage of Recommended Cultivated		:	:	:	:	:
Acreage to be in: 1/		:	:	:	:	1/
1. Intertilled Crops		:	:	:	:	:
2. Small-grains and other close-		:	:	:	:	:
grown crops		:	:	:	:	:
3. Grass and Hay Crops		:	:	:	:	:
Percentage of Recommended Cultivated		:	:	:	:	:
Cropland Acreage Needing Soil-Con-		:	:	:	:	:
serving Practices:		:	:	:	:	1/
1. Terracing		:	:	:	:	:
2. Lime-phosphate application		:	:	:	:	:
3. Strip-cropping		:	:	:	:	:
4. Winter cover crop for green		:	:	:	:	:
manure		:	:	:	:	:
5. Summer cover crop for green		:	:	:	:	:
manure		:	:	:	:	:
6. Contour cultivation		:	:	:	:	:
7. -----		:	:	:	:	:
8. -----		:	:	:	:	:
Approximate Acreage Recommended for		:	:	:	:	:
Pasture		:	:	:	:	:
Percentage of Recommended Pasture		:	:	:	:	:
Acreage Needing Soil-Conserving		:	:	:	:	:
Practices		:	:	:	:	2/
1. Lime-Phosphate application		:	:	:	:	:
2. Reseeding		:	:	:	:	:
3. -----		:	:	:	:	:

1/ Average of percentages in these sections should be "weighted" according to the approximate acreage in each area recommended for cultivation.

2/ Average of the percentages in this section should be weighted according to the relative acreage in each area recommended for pasture. Minor Civil Division tabulations of census data will be helpful in building up those acreage figures for each area. These tabulations for 1935 census were transmitted to each State last year.

Additional items such as commercial orchards or summer fallow may be added to the items listed here, in States where such data are significant.

Form No. 4
U. S. Department of Agriculture
AAA, Division of Program Planning

Sheet No. _____
of _____ Sheets

Summary Sheet-County Planning Project, 1938-39, for Range Areas

State and County		Areas		Counties	Weighted Ave. and Totals
Items	2	6			
Normal Grazing Period-No. of Days					
Number of Acres Range Required per A.U.					
1. Normal					
2. Recommended					
Number of Acres of Range Land in the Area (approximate)					
Percentage Range that should be					
1. Deferred Grazed					
2. Contour furrowed					
3. Fenced					
4. -----					
5. -----					
6. -----					
7. -----					
Number Dams to be built					
Number Wells Needed					
Number Springs Needing Improvement					
Acres Depleted Range and Restoration Land which should be Artificially Reseeded					

1/ Identify areas by their number on the county map.

2/ Averages of the percentages should be weighted according to the approximate acreage of range land in each area.

C. Final Form of County Map

The county map showing boundaries and classes of land use areas should contain an appropriate title and a legend descriptive of each class of area. It is suggested that the following title be used:

Land Use Classification of _____ County, _____ State, 1938.

The map should contain a statement to the effect that the work was done by the County Agricultural Planning Committees. The names of the members of the committees may be listed if it is so desired.

The legend should contain an exact statement of each class of area, and subarea if used, and should indicate that the area numbers on the map are used for identification purposes in the report.

D. Arrangement of the County Reports

It is desired that the county reports be so arranged that they can be easily used for reference purposes in connection with the land use classification map. Accordingly it is suggested that the report be organized so as to include all of the items of information and the recommendations concerning a particular area in one section of the report. Furthermore, the order of items for a given area should follow the order in which they are included in this work outline. If this plan is followed the report will follow the general arrangement outlined below.

Table of Contents

Explanatory information concerning the project, if desired.

(This section would serve to aid in understanding and interpreting the work)

Information Pertaining to Each Land Use Area

Area Number 1

Description of main features and characteristics of Area 1
(Include physical features, present land use, and the special types of a descriptive or explanatory information requested, See Pages 13 and 14.)

Explanation of land use problems in Area 1.

Answers to questions concerning the classification.

Recommendations and suggestions pertaining to adjustments in land use and conservation goals.

Any other information on this area which the committee wishes to include.

Area Number 2

(The arrangement of information on Area 2 and succeeding areas will be similar to that followed in Area 1.)

County Summary

The county summary should include the tables on conservation goals and any other information which the committee or the project leader

wishes to summarize on a county basis.

VI. MAKING THE RESULTS OF THE LAND CLASSIFICATION WORK AVAILABLE FOR USE.

One of the important objectives of this project is to secure selected type of information and recommendations from local farmers which can be used in connection with various public programs. Another equally important aim is to increase local knowledge, crystallize opinions, and promote local interest and participation in the various programs which affect land use. This can be accomplished only if the results of the work are made available in appropriate form to the agencies and to the people. One of the prerequisites of continued interest on the part of the people is tangible evidence of results and progress in their land use planning efforts.

It will be impossible to supply each interested agency with copies of the map and report unless they are reproduced in large quantities. Decisions concerning the reproduction and distribution of parts of the land use mapping and classification work rests with the States. If NYA or WPA clerical assistance is available to the project leader, it will be desirable to reproduce up to 10 or 12 copies of the county map in colors and an equal number of copies of each county report. If such assistance is not available sufficient copies of materials for each county should be prepared to provide one copy to each of the following agencies at least: The U. S. Department of Agriculture, the State Advisory Council, the County Agent, and the College of Agriculture.

The State Advisory Council has the responsibility for releasing the county maps and reports and for transmitting the copies to the agencies concerned. They will include such comments as are desired concerning the accuracy of the work, the interpretation of results and the use of the materials. However, under no circumstances should the county committees' work be revised without resubmitting the proposed revision to it for approval.

The Department's copy of the county maps and reports should be transmitted as rapidly as they are completed and approved by the State Advisory Committee. Do not wait until the year's program is completed for all counties where land classification work was initiated. Send in the county maps and reports as soon as they are available.

From study of this work outline it is evident that the land use mapping and classification work represents a very important first step in county agricultural planning, and that it requires considerable work on the part of the committees, the project leaders, planning technicians, and others associated in an administrative or advisory capacity. Of particular importance to the success of the project is the guidance and assistance given the committees, and their attitude toward the project. Care must be taken to avoid biased results through over activity by technicians interested in particular lines or by presumptive leadership in the discussions. What is desired most in county agricultural planning is the carefully formulated opinions of the people themselves, based upon such factual information as will aid them in understanding their land use problems and the various measures which may be used in their solution. Furthermore, it is as equally important to have local expressions of desirable conditions, as it is to know which are undesirable. The future course of county agricultural planning hinges largely upon the success of this project. The Department and States are anxious to see it succeed.

DEPARTMENT OF AGRICULTURE
Washington

October 6, 1938.

MEMORANDUM FOR CHIEFS OF BUREAUS AND OFFICES

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During the past five and a half years, the Legislative and Executive branches of the Government have been putting forth enormous and often unprecedented efforts to provide for Agriculture a stable income and a balanced relationship with the rest of our economy. They have also sought to promote the conservation of our basic resources, greater security of tenure, and efficient production, distribution, and utilization of agricultural products.

The Congressional enactments that make up this comprehensive program were not, of course, developed and passed simultaneously. Moreover, some have had to be amended in the light of experience, court decisions, and changing conditions. At present the pattern of Federal legislation for a well-rounded agricultural program includes, in addition to the body of legislation existing when this Administration took office:

- (1) The adjustment and conservation programs under the Soil Conservation and Domestic Allotment Act of 1936, the Sugar Act of 1937, and Agricultural Adjustment Act of 1938, all administered by the Agricultural Adjustment Administration.
- (2) The crop insurance program under the Federal Crop Insurance Act of 1938, administered by the Federal Crop Insurance Corporation with the assistance of the Agricultural Adjustment Administration;
- (3) The marketing agreements program under the Act of 1937 and the surplus commodities program under the Acts of 1937 and 1938, administered by the Agricultural Adjustment Administration and the Federal Surplus Commodities Corporation;
- (4) The tenancy and rehabilitation programs, administered by the Farm Security Administration, under the Bankhead-Jones Farm Tenant Act of 1937;
- (5) The Land Utilization program, including the purchase and development of submarginal lands, administered by the Bureau of Agricultural Economics, under the Bankhead-Jones Farm Tenant Act of 1937;
- (6) The soil conservation program under the Act of 1935, administered by the Soil Conservation Service;
- (7) The flood control program under the Flood Control Acts of 1936, 1937, and 1938, administered in the planning phase by the Bureau of Agricultural Economics, Forest Service, and Soil Conservation Service, and in the action phase by the Forest Service and Soil Conservation Service;

- (8) The farm forestry program under the Norris-Doxey Act of 1937, but not yet underway due to lack of funds;
- (9) The water facilities program under the Pope-Jones Act of 1937, administered by the Soil Conservation Service with the assistance of the Farm Security Administration and the Bureau of Agricultural Economics;
- (10) The enlarged program of fundamental research under the Bankhead-Jones Act of 1935, and an intensified utilization-research program at four regional laboratories under Section 202 of the A.A.A. Act of 1938;
- (11) Increased forestry and wildlife activities financed by emergency funds and promoted still further by the CCC activities.

In inaugurating these programs, the Congress defined their scope, basic policies, and objectives, and indicated in a general way the methods of administration. At the same time, the Congress recognized the administrative problem involved and therefore directed the Secretary to use the resources of the Department in the most practical and workable way to attain the ends sought. Some of the Acts placed the full responsibility for administration upon the Secretary, others directed the Secretary to use existing agencies for administration, and still others permitted the Secretary to distribute functions among the various agencies of the Department.

All this has placed upon me an obligation to develop within the Department the most efficient and direct methods of administration.

In making numerous administrative changes during the past five and a half years, I have tried to keep three principles in mind:

- (1) Farmers must participate in forming and executing their own programs.
- (2) Since each program is part of a comprehensive agricultural land-use program, we must provide for continuing coordination within the Department.
- (3) We must seek administrative alignments, under responsible chiefs and administrators, which bring together types of programs that permit the personnel involved to develop judgment and foresight and efficient methods of prosecuting the work, and that avoid duplication and overlapping.

Some changes in harmony with these principles have been made every year since 1933. Our experience now enables us to take more comprehensive steps in effecting improved organization and operation.

(1) The Place of Farmers in the Departmental Structure

For a quarter of a century the State Extension Services and the Department have fostered local planning by farmers. With the beginning of the present action programs, the Department sought to have farmer-participation not only in the administration of the programs themselves but also in the necessary planning work back of the programs. The Agricultural Adjustment Administration and the Land Grant Colleges have given increased attention to this since 1935.

Two years ago the Association of Land Grant Colleges appointed a committee on Federal-State Relations to work with a similar committee here in the Department and on July 8, 1938, the Association and the Department came to a significant and far-reaching agreement. They declared their intention to cooperate in establishing democratic and cooperative procedures and institutions that would give farm people an effective voice in formulating, correlating, and localizing public agricultural programs.

The joint statement of July 8 by the Association and the Department pointed out that the new procedures and institutions must provide for analysis, planning and program building, beginning in the communities and extending then to county, State, and national levels.

Nearly all the States, under the July 8 memorandum, are now forming community agricultural planning groups, county agricultural land-use planning committees, and State Agricultural Advisory Councils to concentrate on the essential job of land-use planning and program building.

The results of community planning are to be integrated on a county basis by the County Committee. The results of the county planning are to be integrated on a State basis by the State Agricultural Advisory Council. To date, we have not set up within the Department any means or procedures for integrating the results of State and local planning on a type-of-farming and national basis, as a guide to the administration of public farm programs. We are now prepared to establish such procedures.

There are three other important considerations in the field of planning national and local agricultural programs which the recent experience of this Department has served to crystallize. It has become clear, for one thing, that in providing for the necessary general planning, we must beware of wholly divorcing that planning from actual administration of specific programs. A further consideration is the essential unity of the "farm problem". The problems of erosion, of tenancy, prices, farm income, flood control, submarginal lands, crop insurance, rehabilitation, all impinge on one another. Action programs cannot deal with one segment out of relation to the other parts of the whole problem. Out on the watershed and on the farm, where our real job lies, we are dealing with a complex of interrelated factors.

Thirdly, just as planning is dependent, for its soundness, on having farmers participate fully, so is it also dependent on having the Department and the Colleges continue to develop land classifications, surveys, comprehensive land-use plans, and programs through their staffs of experts. Farmers need the help that

specialists can provide, and specialists must draw on the experience and judgments of farmers. The need, therefore, is to provide for integrating and unifying the planning of both groups as a guide to all public agricultural programs.

Within the Department, each action agency at present engages in two kinds of planning - general planning to determine the major adjustments needed to promote a healthy agriculture, and the detailed planning which is an inherent part of administrative operations. The difficulty is that the judgments formed in connection with, say, erosion control work for a given area may not be in accord with those formed in connection with a crop adjustment program; or the general objectives established for a submarginal land readjustment program may not be wholly in accord with those developed for flood control. The problem, hence, is to provide for formulation of our broad objectives cooperatively, with all agencies agreeing upon the basic facts, accepting common standards, deciding upon priorities, formulating commonly acceptable judgments. This cannot be realized without some machinery for bringing the right people together at the right time and for considering the right questions.

We need, therefore, to establish departmental machinery which will enable local and State planning to reach the Secretary in a truly significant and usable form and which will, at the same time, integrate the general planning and program forming activities within the Department; the combined results to guide all action programs of the Department.

Hence, I am arranging for the Bureau of Agricultural Economics to serve as a general agricultural program planning and economic research service for the Secretary and for the Department as a whole. Because of certain statutory provisions, this planning organization must for the time being be made up of two parts, but to provide for unified operation and results, one official is placed in charge of both. There is being transferred to this service the general program planning staffs now attached to the several agencies in the Department administering action programs. In this manner unified departmental planning which encompasses erosion control, rehabilitation, price stability, marketing, production adjustment, security of farm tenure, forest, wildlife, and soil conservation, can be provided for the nation, for watersheds, for type-of-farming regions, and for appropriate areas.

For the reasons already indicated, this over-all planning for the Department will not be conducted independently of the operating agencies. Just as the county and State planning machinery already provides for cooperative consideration by all agencies having a responsibility in the agricultural land-use field, so, too, here in the Department the Bureau of Agricultural Economics will have definite cooperative relationships with the Agricultural Adjustment Administration, the Soil Conservation Service, the Forest Service, the Bureau of Biological Survey, the Farm Security Administration, and other action agencies. To make this more concrete, let us consider an example in the land-use field which could, of course, be duplicated in the marketing and other fields: In developing a general land-use plan for a given watershed, the immediate purpose of which is the inauguration of a flood-control program, the Bureau of Agricultural Economics will have the active cooperation, in the field and in Washington, of the personnel of the Soil Conservation Service and the Forest Service, because those agencies will subsequently handle the action and detail-planning phases of flood-control work within the watershed. Furthermore, the Bureau of Agricultural Economics, assisted by the

personnel of the Agricultural Adjustment Administration, will simultaneously consider the relationship of the watershed plan for flood control to the Agricultural Conservation Program, which, of course, influences the use of land in the watershed.

The general planning and programming by the Bureau will not, of course, take over such detailed planning as is inherently a part of administration and operations. But this detailed planning should remain within the framework of objectives and procedures formulated in the Department's general plans and should be performed in accordance with standards and criteria developed by the Bureau.

I am gratified to announce that Mr. Howard R. Tolley will have charge of this over-all agricultural program planning work. I know few men who could fill this exacting position so acceptably to the trained scientists and economists, to the practical program administrators, to the people in the Land Grant Colleges, and to farmers.

(2) Coordination of Plans, Policies, and Programs

To provide to the heads of action agencies full opportunity to review the general plans and programs developed under the leadership of the Bureau of Agricultural Economics, I am establishing an Agricultural Program Board which will scrutinize all plans especially in the light of administrative feasibility and practicability. The head of the Office of Land Use Coordination will serve as the Chairman, and the membership of the Board will include the Chief of the Bureau of Agricultural Economics, the heads of the action agencies, the Director of Extension, and others.

Here, too, our experience since 1933 is a good guide. More than three years ago I established a Land Policy Committee in recognition of the fact that the activities of no one of the land-use agencies of the Department could be considered apart from those of other agencies. We soon found, for example, that controlling wind erosion can be aided materially by the purchase and development of submarginal lands, by rehabilitation loans based upon farm management plans drawn to fit the specific physical and economic conditions in the dust bowl, and by an adjustment and conservation-program which emphasizes conservation practices and retirement of "restoration" lands to grass.

The Land Policy Committee accomplished much, but it could not devote sufficient time to the problem. At the request of all the agencies, therefore, I established in 1937 the Office of Land Use Coordination to give continuous attention to systematic methods of coordination. This Office has been aided by a Liaison

Board consisting of one representative of each land-use agency. In the Southern Great Plains, it has also been assisted by a regional coordinator who works with all agencies in the area in assisting the programs to meet the specific conditions there. A similar official was recently designated for the Northern Great Plains.

The establishment of the Agricultural Program Board, which will review all plans and programs before they are approved by the Secretary, rather than attempting to cope with all problems of coordination after programs are underway, probably makes the Liaison Board unnecessary. It does not, however, make less necessary

the administrative coordinating work of the Office of Land Use Coordination. Mr. M. S. Eisenhower will continue as Land Use Coordinator and will serve as Chairman of the Agricultural Program Board.

(3) Consolidations of Related Functions

Other provisions of the administrative memoranda which will be issued soon are designed to effect such a regrouping of functions as will facilitate efficient administration.

I have been impressed by the fact that growth and change in the Department are an almost continuous process. In every year from 1921 to 1933 there was an important structural change in the Department. Since then changes have been still more frequent. The Soil Conservation Service was transferred to this Department from the Department of the Interior in 1935 in order to associate it with the other research and action agencies dealing with the conservational use of our renewable resources. The Resettlement Administration was brought into the Department for the same reason in 1936. In 1937, this agency underwent substantial reorganization and was renamed the Farm Security Administration.

Many other changes have been made. Those now being put into effect are designed substantially to complete the task of putting the Department in a position to administer its new work as efficiently as it has conducted research and educational activities.

I am consolidating some parts of the marketing work now in seven separate bureaus and am providing for the systematic coordination of all phases of marketing research, service, regulatory and related activities. This is essential so that the Department may give the same intensive, continuous, and comprehensive attention to the marketing field that other branches give to production and conservation.

- (a) I am bringing together under single supervision the marketing research, service, and regulatory activities of the Bureau of Agricultural Economics, including the Division of Transportation of Farm Products and the Division of Crop and Livestock Estimates; ^{administration of the Packers and Stockyards Act, administration of the Federal Seed Act and administration of the Dairy Exports Act.} Mr. C. W. Kitchen, Assistant Chief of the Bureau of Agricultural Economics, is placed in charge of these activities.
- (b) The Federal Surplus Commodities Corporation is being given bureau status, and Mr. J. W. Tapp will be in charge. There is also being assigned to Mr. Tapp for administration the marketing and marketing agreements programs of the A.A.A., including the surplus diversion activities under Section 32.
- (c) A closely allied activity is that under the Sugar Act of 1937. This is also being placed on a bureau basis, with Mr. Joshua Bernhardt in charge.
- (d) I am appointing Dr. A. G. Black Director of Marketing and Regulatory Work, who will act in behalf of the Secretary in

coordinating and unifying the five fields of marketing activities - surplus commodities; marketing agreements; commodity exchanges; sugar; and marketing research, service, and regulatory work.

The foregoing consolidations and transfers in the planning and marketing work more clearly delineate the function of the Agricultural Adjustment Administration. Its major responsibility will continue to be the administration of the national conservation and adjustment program, buttressed by an ever-normal granary through commodity loans, marketing quotas, and parity payments when authorized. Mr. R. M. Evans is being appointed Administrator of the Agricultural Adjustment Administration.

Several important changes are being made in the administration of the physical land-use programs. The purpose is to consolidate in a single agency all erosion-control, flood-control, and related activities that involve actual physical work on individual farms, watersheds, and other areas. The operating phases of three such programs - erosion control, water facilities, and the farm part of flood control - are now administered by the Soil Conservation Service. By assigning, also to the Soil Conservation Service for administration the action phase of the land-utilization program (including retirement and development of submarginal land) and of the farm forestry program, we make it possible for the farmer to work with a single representative of five closely related land-use programs entrusted to the Department by Congress. Further, coordination of the physical land-use adjustment and conservation work with that of the Agricultural Adjustment Administration is simplified.

In addition to its adjustment, conservation, and marketing programs, the Department is vitally concerned with discovering and developing new uses for agricultural products and by-products. In this field the Department has achieved an enviable record as one of the world's outstanding research institutions. Initially modest appropriations have been increased in recent years, and the last Congress provided for a most significant expansion in this work by authorizing establishment of four regional laboratories, one in each major farm producing area.

At these regional laboratories the Department will greatly expand its research into new scientific, chemical, technical, and industrial uses for farm commodities and their products and by-products. It will also seek to develop new and extended markets and outlets for these farm commodities and their by-products. Much of the work heretofore done has been carried on in the Bureau of Chemistry and Soils. I am assigning the principal operating functions of the four regional laboratories to Dr. Henry G. Knight, Chief of the Bureau of Chemistry and Soils. Doctor Knight is also being placed in charge of the task of integrating the work of the Bureau of Chemistry and Soils (except soils research as discussed elsewhere in this memorandum) with the work of the Bureau of Agricultural Engineering. Thus closely related activities in the field of agricultural technology and engineering will be given unified direction.

The work of other research bureaus will be involved to some extent at the regional research laboratories - especially the commodity bureaus. Dr. J. T. Jardine, Director of Research, will be responsible for the development and continuous coordination of a departmental research program for the laboratories as authorized by the Act. In meeting this responsibility he will be assisted by a

small council that will include Doctor Knight as operating head of the laboratories and the chiefs of those bureaus whose research is directly involved.

It is apparent that in the action field we need more than ever before dependable information about soils and their response to various types of management. In many respects, our conservation programs are soils programs. To unify and develop fundamental soils research and to associate it with related plant research, the work of the Divisions of Soil Survey and of Soil Chemistry and Physics and of the unit conducting research relative to plant mineral constituents derived from soils of the Bureau of Chemistry and Soils are being integrated with the work of the Division of Soil Fertility and Soil Microbiology in the Bureau of Plant Industry under an Assistant Chief of that Bureau. This Assistant Chief of the Bureau will have the duty not only of supervising and coordinating basic soils research within the Bureau, but also of assisting in harmonizing such research with the soil-management studies in the Soil Conservation Service and other agencies. It is especially important that an effective relationship exist between the soil survey and conservation surveys; there are also other research activities of the Department which are closely related to soils and plant research. Therefore, I am asking the Director of Research to continue his study of methods of integrating such related research to the work now being unified.

I wish to say a word about central administration. An underlying purpose of the changes announced in this memorandum is to bring to bear more fully on each of our programs the full range of the resources of the Department. I have continuously endeavored to provide for appropriate centralization of policy, but for the greatest possible decentralization of operations. Our real job is on the farms and in the homes, but if all our efforts are to harmonize, then the staff offices of the Secretary, such as the Office of Land Use Coordination, the Personnel Office, the Office of Budget and Finance, must be strengthened and supported. I am requesting these offices to place themselves in a position to provide the services our present situation demands; this applies especially to the Office of Budget and Finance, which henceforth will have increased responsibilities, and to the Office of Information which must arrange for the coordination of all publication, press, radio, and related work.

Conclusion

Within the next few days I shall provide for the various administrative changes here discussed, by beginning the issuance of appropriate administrative orders.

No administrative structure, however carefully devised, can itself guarantee good administration. That can be assured only by the capacity and devotion of the people involved. I hope and believe that all departmental personnel, in Washington and in the field, in administrative, scientific, or any other capacities, will cooperate in making these structural changes contribute materially toward the Department's meeting the responsibilities assigned to it by the Congress.

Sincerely yours,

H. A. WALLACE

(signed)

Secretary.

2/18/39

MEMORANDUM OF UNDERSTANDING

Between

THE BUREAU OF AGRICULTURAL ECONOMICS
U. S. DEPARTMENT OF AGRICULTURE

and

Pertaining to
Cooperative Work in Agricultural Land-Use Planning
and Research Relating Thereto.

OBJECTIVES: To develop an agricultural land-use program, in which will be correlated the suggestions and work of farmers, the State Agricultural Extension Service and Experiment Station, and the Bureau of Agricultural Economics and operating agencies of the U. S. Department of Agriculture, and in which all the above mentioned agencies can make the greatest and most effective contribution to agricultural adjustment, conservation, crop insurance, farm forestry, flood control, land retirement, rehabilitation, and water utilization. Consideration will be given to the land-use implications of community facilities, credit, marketing, public finance, land taxation, tenancy, and transportation. This work will specifically provide for:

- (1) The systematic participation of farm people, both with respect to the determination of desirable adjustments or lines of action needed in each county or area in the State, and the initiation revision and coordination of various activities, including those of education and research, designed to attain these ends.
- (2) The cooperative determination of: (a) desirable adjustments in land use within the several counties and areas in terms of shifts in major uses of land for farm, forestry and wildlife purposes, as well as changes in acreages of specific crops, or groups of crops, numbers

of livestock, farming practices, and size and organization of farming units needed in the interest of conservation, flood control and good farm management; and (b) desirable changes in tenure arrangements, credit and marketing facilities, and other institutional and community arrangements having a direct bearing upon rural standards of living and rural rehabilitation.

- (3) The observation and appraisal of the programs of operating agencies in terms of their effectiveness in bringing about the desired shifts and changes specified under (2); and making recommendations to responsible State and national administrative officials for revisions or improvements in such programs of operating agencies; or recommendations for the initiation of new programs, if such are needed to attain the ends specified under (2).

ORGANIZATION
AND

PROCEDURE: (1)

There shall be established pursuant to the Mt. Weather Agreement of July 8, 1938, a State Committee consisting of at least one representative farmer or farm woman from each major type-of-farming area in the State, the Director of the State Experiment Station, State representatives of the B. A. E., the A. A. A., the S. C. S., the F. S. A., and such other State and Department officials as may have responsibility for the management of land-use programs in the State. The State Extension Director shall be Chairman of the Committee. The B. A. E. representative, who shall be appointed only if he is acceptable to the Land Grant College, shall be Secretary.

- (2) Also pursuant to the Mt. Weather Agreement of July 8, the State Extension Service shall set up or continue in each agricultural county (so far as practicable) a committee composed of at least 10 farm men and women, together with a few forest owners in counties where forestry is a problem, the county agent, at least one member of the A. A. A. Administrative Committee, the Farm Security Supervisor, and any other State or Department official in the county who has responsibility for the administration of agricultural land-use programs -- such as the S. C. S. project supervisor. The farmer membership shall constitute a substantial majority, and a farmer shall be chairman. The County Agent may be executive officer or secretary.

The State Extension Service shall set up or continue in each agricultural county (so far as practicable) appropriate community committees to assist the county committee. These community committees shall consist of representative farm men and women.

- (3) The B. A. E. representative shall have headquarters at the State Agricultural College, and will work directly with the Directors of the Extension Service and Experiment Station and their staffs, with State representatives of the Department's action programs, and with the appropriate staff of the B. A. E. in helping to plan, organize, and conduct agricultural land-use planning and research related thereto in the State; and will work with representatives of the Extension and Experiment Station staffs of the Agricultural

College in coordinating and stimulating planning activities among the several counties of the State, including specifically such activities as bringing to the States information from State and Federal sources needed in planning and coordinating the various Department and State action programs, helping interpret results of county planning activities and recommendations of county committees to the State Committee, and helping transmit or make available these results to the various agencies of the Department of Agriculture.

- (4) The Director of Extension shall designate some member of the State Extension staff as project leader who shall be actively in charge of administering the county planning project through the Extension staff -- in the counties and with the farmers; and who shall be administratively responsible to the Director of the Extension Service.

The project leader, together with the B. A. E. representative and a representative of the State Experiment Station staff, designated by the Director of the Station, shall constitute a joint Land-Grant College-B.A.E. committee. This committee shall recommend and agree upon the scope of work and the program to be followed by the project leader in administering the project.

The B. A. E. representative and the representative of the State Experiment Station shall assist the project leader in:

- (a) Assembling, analyzing, and transmitting to the county committees all available information pertinent to the agricultural and related problems of the county as a basis for their consideration, discussion, and recommendations with respect to adjustments needed and methods to be followed in developing an effective and integrated land-use program for the county.
- (b) Receiving, tabulating, and analyzing the recommendations of the county committees and informing such committees as to discrepancies or differences in recommendations between adjoining and similar counties and working with the county committees in arriving at a unified and coordinated set of recommendations for different type-of-farming areas and for the State as a whole; and transmitting these coordinated recommendations to the State Committee for consideration in developing a coordinated program for the State. The State Committee, through its chairman, will transmit its recommendations to the Chief of the Bureau of Agricultural Economics through the Federal Director of Extension Work.
- (c) The Chief of the Bureau of Agricultural Economics and the Federal Director of Extension Work will jointly provide such supervision as is needed to correlate the work of the State with similar work being conducted in other States, in order that the results and recommendations pertaining to each State may be combined into Regional and National totals and recommendations, and used in planning for national agricultural programs.

- (5) Research relating to, or supplying basic information with respect to the objectives set forth in this Memorandum of Understanding shall be carried on cooperatively between the State Agricultural Experiment Station and the B. A. E. to such an extent as personnel and funds will permit. This Memorandum of Understanding shall supplant the "Memorandum of Understanding pertaining to Research in Agricultural Adjustment" entered into between the _____ State Agricultural Experiment Station and the B. A. E. under date of _____ 1935.

COOPERATION: The work to be done under this Memorandum of Understanding shall be subdivided into parts that lend themselves best to systematic development. The work on each such part shall be done under a written project agreement covering specific procedure, division of functions among cooperating parties, and contributions of funds, personnel and facilities by each. Such project agreement shall be within the terms of and subordinate to this Memorandum of Understanding and bearing signature for the cooperating Extension Service or Experiment Station and the B. A. E. as well as any other Bureaus of the Department participating in the specific project.

During each year that this Memorandum of Understanding shall remain in effect, planning work shall be carried forward in at least one county in the State, to include the development of a co-ordinated action program.

Date

Date

Date

Date

Date

Chief, Bureau of Agricultural Economics

Approved:

Date

Chief, Office of Experiment Stations

Approved:

3/11/39

MEMORANDUM OF UNDERSTANDING

Between

THE BUREAU OF AGRICULTURAL ECONOMICS
hereinafter referred to as "the Bureau"

and

THE AGRICULTURAL ADJUSTMENT ADMINISTRATION, THE SOIL CONSERVATION SERVICE, THE FARM SECURITY ADMINISTRATION, THE FOREST SERVICE, THE BUREAU OF BIOLOGICAL SURVEY, THE FEDERAL CROP INSURANCE CORPORATION, THE BUREAU OF PUBLIC ROADS, THE BUREAU OF ENTOMOLOGY AND PLANT QUARANTINE, THE BUREAU OF CHEMISTRY AND SOILS, THE EXTENSION SERVICE, THE MARKETING AGREEMENTS DIVISION OF THE A.A.A., THE FEDERAL SURPLUS COMMODITIES CORPORATION, THE COMMODITY EXCHANGE ADMINISTRATION, AND THE SUGAR DIVISION,

hereinafter together referred to as "the Operating Agencies."

Section 1. Statement of Purpose.

The Bureau and the Operating Agencies enter into this Memorandum of Understanding,

(a) For the purpose of defining, as clearly as the present stage of their experience permits, the relationships which shall exist between the work of the Bureau and the work of the Operating Agencies, and

(b) For the purpose of establishing consultative procedures under which the parties of this Memorandum of Understanding may from time to time agree upon such adjustments to these relationships as their further experience may show to be desirable.

Section 2. Functions of the Bureau.

The Bureau and the Operating Agencies understand that it is the function of the Bureau to serve as a general agricultural program planning and economic research agency for the Secretary and for the Department as a whole.

More specifically, they understand,

(1) That it is the function of the Bureau -- in continuous, close and direct consultation and cooperation,

(a) with the State and local agricultural planning agencies provided for in the agreement entered into between the Department of Agriculture and the Land Grant Colleges on July 8, 1938, and

(b) with each of the Operating Agencies -- to provide unified general planning and program building for the Nation, for watersheds, for type-of-farming regions, and for appropriate areas, as guides for all public agricultural programs, and

(2) That this general planning and program building shall encompass all appropriate instruments, including erosion control, flood control, rehabilitation, price stability, production adjustment, land utilization adjustment, highway and other transportation facilities, security of farm tenure, marketing, adjustments in rural institutions and organizations, improvement in the living conditions of rural people, and soil, forest and wildlife conservation.

Section 3. The Relationship of "General" Planning to "Operational" Planning.

The Bureau and the Operating Agencies understand that it will continue to be the function of each Operating Agency to perform the "detailed" or "operational" planning which is an inherent part of the task of the Operating Agency in administering that part of the agricultural program that is assigned to it for administration. They understand that such "detailed" or "operational" planning will be performed within the framework of objectives and procedures formulated in the general plans, and in accordance with standards and criteria to be developed cooperatively by the Bureau and the Operating Agencies.

The Bureau and the Operating Agencies understand, further, that the terms "general planning" on the one hand, and "detailed" or "operational planning" on the other, are not susceptible of precise, unambiguous definition in the present stage of experience; that these terms have a general common-sense acceptance which should be sufficient for cooperative work between the Bureau and the Operating Agencies to proceed; that more precise definition must be postponed until the experience of the next few months or years may be drawn upon, and that a sympathetic, cooperative effort on the part of the parties hereto is the most important element in enabling more satisfactory delineation of these functions to be made from time to time.

Section 4. Special Liaison Representatives.

The Bureau will designate members of its staff, as its liaison representatives, one to be assigned specially to the work of each of the Operating Agencies. Where the Bureau and the Operating Agency so agree, the programs of the Operating Agency may be divided into two or more groups and the Bureau may assign a separate ^{liaison} representative for each such group. Where the Bureau and the Operating Agencies so agree, the Bureau may assign one such liaison representative to the work of two or more Operating Agencies.

Each Operating Agency will designate a member of its staff who is in position to report directly to the head of the Operating Agency, as a liaison representative, to be specially assigned to work with the Bureau. Where the Bureau and the Agency so agree, the programs of the Operating Agency may be divided into two or more groups, and the Operating Agency may assign a separate liaison representative for each such group.

The liaison representatives so designated shall, in all cases, be mutually satisfactory to the Bureau and the Operating Agency or Agencies concerned. It shall be the function of these liaison representatives to keep the Chief of the Bureau or the Operating Agency, as the case may be, fully informed of the needs, functions and activities of the respective agencies.

Section 5. Bureau Representatives in the Field.

The Bureau shall designate regional representatives and State representatives, to be assigned specially to consult and cooperate with the appropriate regional and State officers of one or more Operating Agencies. In addition to their duties as representatives of the Bureau in working with producers and cooperating State agencies, it shall be the function of such regional and State representatives to cooperate with regional and State offices of the Operating Agencies in carrying out the purposes and functions of the Bureau and the Operating Agencies within the field of this memorandum.

Section 6. The Interbureau Coordinating Committee.

The liaison representatives designated by the Operating Agencies, and responsible representatives of the Bureau designated by the Chief, shall constitute the Interbureau Coordinating Committee. The Bureau and the appropriate Operating Agency or Agencies may, from time to time as may appear desirable, designate from among the members of the Interbureau Coordinating Committee and the Liaison representatives of the Bureau, temporary or permanent subcommittees, to deal specially with matters concerning only the Bureau and such Agency or Agencies.

It shall be the function of the Interbureau Coordinating Committee, and -- within the sphere of activities defined for it -- of each subcommittee thereof,

(a) to consider all problems that may arise out of the cooperative work of the Bureau and the Operating Agencies in the formulation of general plans and detailed or operational plans, and

(b) to formulate suitable recommendations, such recommendations to be submitted for approval through appropriate channels.

The Chief of the Bureau, or his representative, shall preside at meetings of the Interbureau Coordinating Committee or of any of its subcommittees, and shall call such meetings from time to time as may appear desirable.

Section 7. Responsibility for Economic Research.

The Bureau and the Operating Agencies understand that

(a) the Bureau is primarily responsible for the Department's general research in agricultural economics and for the integration of economic research in the Department with the formulation of plans and programs for authorized activities;

(b) in the case of such research as is directly related to general planning or to operational planning, the division of responsibility for such research is intended to follow the division of responsibility for planning as defined in section 3 of this Memorandum;

(c) what is said above in section 3 of this Memorandum concerning definition of the terms "general" and "operational" planning is equally applicable to a present attempt to define more specifically the research functions directly related thereto; and

(d) the Interbureau Coordinating Committee, or its appropriate subcommittee or subcommittees shall, from time to time, make recommendations in connection with any problems that may arise in this field.

Section 8. Financial Support for Planning Work.

The Bureau and the Operating Agencies agree that the necessary general planning and program building, for the authorized activities of the Department and within existing statutes, cannot be performed unless funds are made available to the Bureau for these purposes. It is understood that the Secretary will, insofar as practicable and legally permissible, make available to the Bureau, from appropriations made for the authorized activities of the Department, such funds as may be necessary for the development of plans and programs for these activities.

This Memorandum of Understanding shall become effective on the date that it is approved by the Secretary of Agriculture, and shall remain in effect until modified or abrogated by the parties hereto with the approval of the Secretary. Agencies of the Department not parties to this Memorandum on the date that it becomes effective may become parties hereto upon agreement between the Bureau and such agencies, with the approval of the Secretary.

Chief, Bureau of Agricultural Economics.	Date
Administrator, Agricultural Adjustment Administration.	Date
Chief, Soil Conservation Service.	Date
Administrator, Farm Security Administration.	Date
Chief, Forest Service.	Date
Chief, Bureau of Biological Survey.	Date
Manager, Federal Crop Insurance Corporation.	Date
Chief, Bureau of Public Roads.	Date
Chief, Bureau of Entomology and Plant Quarantine.	Date
Chief, Bureau of Chemistry and Soils.	Date
Director of Extension.	Date

Associate Administrator, In Charge Marketing Agreements
Division of A.A.A.

Date

President, Federal Surplus Commodities Corporation.

Date

Chief, Commodity Exchange Administration.

Date

Chief, Sugar Division.

Date

Recommended for Approval:

Director of Research.

Date

Director of Marketing and Regulatory Work.

Date

Director of Budget and Finance.

Date

Land Use Coordinator.

Date

Approved as to legal validity:

Solicitor.

Date

Approved:

Secretary of Agriculture.

Date: _____

United States Department of Agriculture
Washington, D. C.

February 2, 1939

MEMORANDUM FOR THE SECRETARY

Re: Procedure for Developing a Unified
County (or Area) Program.

Dear Mr. Secretary:

There is transmitted herewith for your consideration a suggested procedure for developing a unified agricultural program on an experimental basis in each of the 48 States.

Specifically, it is proposed to develop an integrated land use, conservation, adjustment, and rehabilitation program in a selected county in each State based upon a direct analysis of the agricultural problems in the selected county and worked out through the joint efforts of farmers and representatives of the State Agricultural Colleges, other State agencies, the Bureau of Agricultural Economics and the various administrative and educational agencies of the Department of Agriculture.

In addition to a brief statement of the purpose, scope and content of the proposed program, there is also included a statement of the general conditions governing the selection of the county and development of the program; the specific conditions to which the unified program will have to conform due to legal and administrative limitations of the Acts under which the respective agencies operate; and proposed organization and procedure for developing and getting final approval on the program.

With respect to administration, it probably will be necessary for each of the Federal administrative and educational agencies participating in the joint effort to continue to assume responsibility for administering the portion of the coordinated program which applies to it, however, it is expected that these agencies will be guided with respect to policy determinations which may affect the other agencies on the national level by a proposed Inter-Bureau Committee, consisting of representatives of the participating agencies, on the state level by the State Land Use Planning Committee and on the county level by the County Land Use Planning Committee.

This suggested procedure has been developed by an inter-bureau committee consisting of representatives from each of our respective bureaus and has their unanimous approval. It also has been presented to the National Committee of the Land Grant Colleges on Extension Organization and Policy and has received their unanimous approval. We feel that this is a very important and desirable undertaking, the results of which

should be very helpful in bringing about a closer coordination and integration of the programs both of the Department and State agencies, and we recommend it for your approval.

Respectfully submitted,

<u>R. M. Evans</u>	<u>2-4-39</u>
Administrator, Agricultural Adjustment Administration	Date
<u>D. S. Myer</u>	<u>2-3-39</u>
Acting Chief, Soil Conservation Service	Date
<u>Will W. Alexander</u>	<u>2-5-39</u>
Administrator, Farm Security Administration	Date
<u>Leroy K. Smith</u>	<u>2-2-39</u>
Manager, Federal Crop Insurance Corporation	Date
<u>F. A. Silcox</u>	<u>2-4-39</u>
Chief, Forest Service	Date
<u>Thos. H. MacDonald</u>	<u>2-3-39</u>
Chief, Bureau of Public Roads	Date
<u>W. C. Henderson</u>	<u>2-2-39</u>
Acting Chief, Bureau of Biological Survey	Date
<u>Lee A. Strong</u>	<u>2-2-39</u>
Chief, Bureau of Entomology and Plant Quarantine	Date
<u>M. S. Eisenhower</u>	<u>2-3-39</u>
Land Use Coordinator, Office of Land Use Coordination	Date
<u>Joshua Bernhardt</u>	<u>2-2-39</u>
Chief, Sugar Division	Date
<u>C. W. Warburton</u>	<u>2-2-39</u>
Director, Extension Service	Date
<u>H. R. Tolley</u>	<u>2-6-39</u>
Chief, Bureau of Agricultural Economics	Date

Approved as to legal validity:

<u>Martin G. White</u>	<u>2-2-39</u>
Solicitor	Date

Approved:

<u>H. A. Wallace</u>	<u>2-6-39</u>
Secretary of Agriculture	Date

PROCEDURE FOR DEVELOPING A UNIFIED COUNTY

(OR AREA) PROGRAM/1

Purpose: To develop an integrated agricultural land use, conservation, adjustment, and rehabilitation program in a selected county in each State, based upon a direct analysis of the agricultural problems in the selected county and worked out through the joint efforts of farmers and representatives of the State Agricultural Colleges, other State agencies, the Bureau of Agricultural Economics, and the various administrative and educational agencies of the Department of Agriculture.

Specifically, it is desired:

- (1) To encourage farmer participation in planning and developing agricultural programs, in cooperation with representatives of the State Colleges, other State agencies, and the Department;
- (2) To work out the land use adjustments and changes in farming systems, practices, and institutions which best will meet the conditions and problems existing in the county; and
- (3) To revise and coordinate the several programs so as best to achieve or move toward the desired adjustments outlined under (2).

Scope and

Content:

Consideration should be given to all the important factors

affecting the present and future welfare of agriculture in

1. The word "county", used throughout the text should be interpreted to mean either "county", "area", or "Soil Conservation District", depending upon whether a county, area, or district program is being considered.

the county. Among these are: shifts in land use; changes in acreages of crops and numbers of livestock; adjustments in farm organization and farming practices; trends in rural population; the characteristics and conditions of land ownership and leasing practices; and the general nature of local institutions. The various ways in which such factors, and the interrelationships among them, can be altered by the better coordination of existing programs so as to promote conservation and efficient farming, the adjustment of market supplies to effective demand, the development of increased markets, and the general well-being of rural people, should be given special emphasis. Although a definite program usually can be developed only for the year immediately ahead, attention should be centered upon longer-time goals determined under the County Land Use Planning Project, and each annual program should be so arranged as to help contribute to a permanent solution of the problems with which the county is faced.

In studying the means of bringing about the needed adjustments, specific consideration should be given:

- (1) To coordination of local administration of programs administered by the Department of Agriculture, and to changes or revisions needed in such programs, including the agricultural conservation program administered by the Agricultural Adjustment Administration; the demonstration project, water facilities, farm forestry,

flood control, land purchase and development programs, and cooperation with Soil Conservation Districts carried on wholly or in part by the Soil Conservation Service; the rural rehabilitation and tenant purchase programs administered by the Farm Security Administration; the crop insurance program of the Federal Crop Insurance Corporation; the fire prevention, farm forestry, forest purchase, flood control, and national forest programs administered wholly or in part by the Forest Service; the secondary roads program administered by the Bureau of Public Roads in cooperation with the State highway departments; the wild-life conservation work of the Bureau of Biological Survey; the insect and pest control and eradication programs administered by the Bureau of Entomology and Plant Quarantine; Federal-State Cooperative Extension programs, and other administrative and educational programs of the Department; and

- (2) To changes or revisions needed in such State, county, or community programs or institutions (and Federal programs other than those administered by the Department), as the County Land Use Planning Committee believes are needed in the interest of a more effective and better integrated over-all agricultural program.

General Conditions Governing Selection of County and Development of Unified Program:

- A. The following conditions should be considered in selecting any county in which a unified program is suggested:
- (1) The county selected should be one in which the farmers themselves are interested and are willing to work actively in connection with the development of an improved and unified agricultural program.
 - (2) The county selected should be one in which intensive county land use planning work is now being conducted, or one in which such work can be initiated immediately.
 - (3) The county selected should be representative of a wide area or of a general type-of-farming region, or one in which some particular problem is centered which is of interest in a considerable number of other counties or over a wide region.
 - (4) The county selected should be sufficiently similar to some adjoining or nearby county as to allow the results obtained under the unified program to be checked against the results obtained under existing procedures.
- B. In working out a unified program attention should be given to lines of action which should be taken by the State, the county, the local communities, and the individual farmers themselves, as well as by the several agencies of the Department.

With respect to the programs administered by the Department, the following conditions should be considered:

- (1) Any unified program which is suggested should give promise of better meeting the conditions and problems existing in the county than do the separate programs now in operation.
- (2) Any unified program which is suggested should be such as to give a clear-cut test of the value or results obtained under the unified program, as compared with existing programs and procedures.
- (3) Any unified program which is suggested should involve about the same total cost or payments as would ordinarily be made in the county by the several agencies of the Department, assuming they were operating in the county under existing procedures.
- (4) Any unified program which is suggested should be simple enough to be readily understood and accepted by farmers, and be capable of being administered at reasonable cost.

Specific Conditions Covering Development of Unified Program:

In addition to the general conditions governing selection of county and development of unified program, any suggested revisions or changes in each of the several programs will have to conform to certain legislative and administrative limitations under which these programs are operated, and will be subject to revision or amendment in line with any

revision or amendment in the enabling legislation. The objectives of the several programs administered by the Department and some of the more important limitations which must be observed in developing a unified program are:

Agricultural Adjustment Administration: This agency is interested in promoting soil conservation and the adjustment of acreages of the major soil-depleting crops through the agricultural conservation program, and the adjustment of marketing supplies through the commodity loan and marketing quota programs.

Limitations: In developing the agricultural conservation aspects of a unified program, it will be necessary to provide for payments to farmers for performance in line with the objectives of the Soil Conservation and Domestic Allotment Act. The funds available for such payments cannot exceed the amount which the same farmers would receive under the regular program; the program must be administered by county agricultural conservation associations with committees elected as provided in the Act; expenses of the association will be deducted pro rata from payments to farmers and should not be increased by charges from the regular program; county allotments of the several soil-depleting crops (where established) must be established as provided in the national program and certain requirements relating to marketing quotas and parity payments will have to be observed. The division of payments

as between landlords, tenants, and sharecroppers, together with certain provisions relating to large payments, increases in small payments, assignments, use of soil-conserving crops for market, and eligibility for payment when cotton is knowingly overplanted are laid down in the Act. In view of the discretion which the regular program gives to county committees for adapting the program to local conditions, it is contemplated that modifications of the national program bulletin will be necessary for only a limited number of counties in the United States, and, insofar as possible, forms and instructions developed for the national program will be utilized in the experimental county program. Proposed modifications of the national bulletin should be submitted to the Agricultural Adjustment Administration for tentative approval or suggestions prior to formal approval by the county and State Agricultural Conservation Committees.

Soil Conservation Service: This agency provides: (1) technical assistance in completing coordinated farm conservation plans and applying such plans in Soil Conservation Districts, CCC Camp Work Areas, and Demonstration Projects; (2) supplementary equipment and materials in demonstration project areas; (3) CCC labor (with facilitating equipment and materials) in work areas of established camps; and (4) loan of field equipment and supply of planting stock to

adequately authorized districts as needed and available for erosion control practices. The Soil Conservation Service also can render technical assistance to establish a complete conservation plan on one farm in each community or township within the county (in cooperation with the Extension Service). It also provides small water facilities in arid and semi-arid areas to facilitate wise use of land: (facilitates programs of) land utilization and land conservation by the purchase of submarginal land; reduces water runoff, alleviates flood damages, and decreases siltation through proper land use and adequate mechanical structures; and finally may help farmers put good forestry practices into operation in project areas through a series of farm forestry demonstrations.

Limitations: The Soil Conservation Act, as well as the subsequent Flood Control Act and Water Facilities Act, provides that the Secretary of Agriculture may require the enactment of suitable State and local laws imposing desirable permanent restrictions on the use of land as a condition of extending benefits. The water facilities program can be applied only in arid and semi-arid areas. Flood control operations can be carried on only in those drainage basins authorized by Congress. Each of the above programs is restricted in its application by limitations on the availability of funds. No funds have as yet been appropriated by Congress for the farm forestry program. Soil Conservation Service technicians

will be available for consultation and assistance to only a limited extent for planning work outside demonstration projects, CCC Camp Work Areas or Soil Conservation Districts.

Farm Security Administration:

- A. Farm Tenant Purchase Program: The purpose of this program is to aid competent farm tenants, farm laborers, sharecroppers, and others to purchase farms.

Limitations: Loans will be made only to farm tenants, farm laborers, sharecroppers, and others who obtain or recently obtained the major portion of their income from farming. County farm tenant purchase committees, appointed by the Secretary, must certify applicants and certify reasonable value of the farms. Loans are made for not to exceed 40 years with interest at 3 percent on the unpaid balance. The allocation of funds for the various States will be made on the basis of farm population and the prevalence of tenancy. Borrowers must agree to carry out proper farming practices and to prevent waste and exhaustion of their farms. Counties in which the tenant purchase loans will be made are designated by the Secretary on the advice of the State Farm Security Advisory Committees. Loans will not be made to refinance the debts of present owners. Loans will not be made to persons who can secure satisfactory loans from private or other governmental sources. Loans to individual borrowers will

not be made in excess of \$12,000.

- B. The Rural Rehabilitation Program: This program provides loans for operating capital and guidance for needy families operating economic family-sized units; emergency loans in emergency areas for feed and feed crops and for foundation and subsistence livestock; emergency grants for emergency subsistence and medical needs; community and cooperative service loans on a group basis for facilities and services; medical care programs to provide adequate medical care through agreements with medical associations; assistance to voluntary county committees for farm debt adjustment; improvement in farm tenure relations; and cooperation in special programs such as water facilities and other action programs.

Limitations: Loans bearing 5 percent are made for one and two years for non-recoverable services, five years for livestock and equipment, and ten years for reorganization of farm enterprise, purchase of foundation herds of livestock and land clearing.

Loans bearing 3 percent are made for periods up to twenty years on water facilities, and upon special authorization of the Secretary for major buildings and improvements. The security required on all loans depends on the nature of the loan and kind and adequacy of the security.

Federal Crop Insurance Corporation: This agency is responsible for administering the crop insurance program. Such insurance is offered to applicants either for 50 or 75 per centum of the recorded or appraised average yields of wheat. The Corporation is authorized to insure against loss in yield of wheat due to unavoidable causes, including drought, flood, hail, wind, winter kill, lightning, tornado, insect infestation, plant disease, and such other unavoidable causes as may be determined by the Board of Directors.

Limitations: Insurance is limited to applicants who have an interest as owner or operator in a wheat crop to be seeded on a farm; to land suited to the growing of wheat; to farms upon which soil conservation and other good farming practices are being followed; and to applicants who care for the crop in a workmanlike manner.

It is expected that changes in existing procedure with respect to crop insurance will be necessary in only a limited number of counties having a unified program, since a special program in any one county usually will be applicable to several States inasmuch as the significant problems with respect to crop insurance vary by large areas.

Forest Service: This agency is responsible for administering the National Forests and for promoting forest practices in such manner as to insure a perpetual supply of timber and the protection of watersheds. It administers approximately

175 million acres of National Forest land; the National Forest acquisition program; the cooperative forest fire prevention work in cooperation with the States, involving the allotment of federal funds to States under Section 2 of the Clarke-McNary Act; the cooperative distribution of forest planting stock program, under which cooperatively with States planting stock is distributed at nominal prices for planting on farms under Section 4 of the Clarke-McNary Act and under the Cooperative Farm Forestry Act. It also administers the Prairie States Forestry Project, under which shelterbelt plantings are established on farms under cooperative agreements with farmers. It administers the New England Forest Emergency Project, which involves (a) the salvage of hurricane damaged timber through the Northeastern Timber Salvage Administration, a subsidiary of the Federal Surplus Commodities Corporation, and (b) the reduction of forest fire hazard caused by the hurricane, in cooperation with State Forestry agencies. It cooperates with and gives advice to timber land owners and associations, wood-using industries and other appropriate agencies in the application of forest management principles on private forest lands. It is encouraging a program of State Forest acquisition and development under authorizations of the Fulmer Act, and of community forest acquisition and development, in cooperation with various State agencies.

It administers the Naval Stores Agricultural Conservation Program. It cooperates with State Forestry Departments and State Extension Services in making available the assistance of C.C.C.

camps to establish timber stand improvement and forest planting demonstrations on a limited number of farms.

Limitations: In administering the National Forests the Forest Service must give primary attention to the conservation of forests and other resources within National Forests. In purchasing additional forest land under the forest acquisition program the purchases must be confined to purchase units approved by the National Forest Reservation Commission. The individual purchases are also subject to the approval of the Commission. The forest fire prevention and distribution of forest planting stock programs carried on in cooperation with the States are administered on a State-wide basis. The fire protection activities are carried on on State and privately-owned land. Forest planting stock is available only for planting on farms. Otherwise, these programs are limited only by the funds available. The shelter-belt establishment program under the Prairie States Forestry Project is wholly financed by emergency funds. Individual cooperative agreements are made with cooperating farmers in portions of the following six prairie-plains States: North Dakota, South Dakota, Nebraska, Kansas, Oklahoma, and Texas. The salvage program under the New England Forest Emergency Project is operated under policies mutually established by the Reconstruction Finance Corporation, which loans the money, and the Forest Service, which is administering the Project. The forest fire hazard reduction program is carried on subject to availability of C.C.C. and W.P.A. facilities

and their limited policies, together with any appropriations which may be made available by Congress. Private forestry cooperation is limited mainly by amount of funds available. Land acquisition under the Fulmer Act has not been started due to lack of availability of funds. Community forest acquisition and development is encouraged through rendering advice and information to various State agencies and individuals.

Bureau of Public Roads: This Bureau administers Federal Aid to the States for the development and improvement of the Federal-aid and secondary highway systems and the elimination of hazards to life at grade crossings. It is evident that highway facilities and particularly farm-to-market roads are essential to agricultural development, and consequently that highway development should be closely coordinated with other programs for better land utilization.

Highways intended to serve primarily agricultural needs should not be further developed in areas which are going out of agriculture or which should be withdrawn from agriculture. Conversely, the highway program may be used in conjunction with other appropriate measures, such as land acquisition, rural zoning, etc., to induce proper use of land: through the withholding of highway improvements in areas unsuitable for agriculture, and by assisting the development of true agricultural communities through the provision of favorable

highway facilities, it is possible to discourage continued use of submarginal lands and to further in no small degree the program of agricultural readjustment.

Limitations: Each year's authorization is divided among the States according to area, population, and road mileage. Expenditures are limited to the system recommended by the States and approved by the Secretary of Agriculture, and each year programs and plans must be submitted and approved before work is undertaken. The basic policy, therefore, is that of State initiation and prosecution of work, and Federal review and approval.

The Federal-aid secondary system, administratively limited to 10 percent of the State road mileage, shall include farm-to-market roads, mine-to-market roads, rural free delivery mail routes, school bus routes, and other roads of community value which lead to main highways, shipping points or local communities. The complete selection of the secondary system and the development of long-range plans of improvement are awaiting the results of comprehensive highway planning surveys undertaken by 46 States in cooperation with the Bureau of Public Roads; in this planning will also be considered the work of the Land Use Planning Committees. Authorizations for the fiscal year 1939, totaling \$25,000,000 are being expended upon projects which because of their obvious worth will be included in the system.

In general, the interest of the Bureau in highway planning and land-use planning is much broader than the restricted mileage of the Federal-aid system. It is interested in complete and integrated programs of highway development, and it is expected that the results of the highway planning surveys will be utilized in the preparation of such programs. Representatives of the highway departments or of the Bureau will be able to advise committees regarding the results of these surveys.

Bureau of Biological Survey: The Biological Survey's primary interest is in the restoration of areas of land and water to provide more suitable conditions for wildlife. This is accomplished by purchase of refuges for migratory waterfowl or through aiding the States to purchase and develop lands for migratory and upland game. In addition, expert advice is given to farmers for revising their agricultural plans to make wildlife a part of the farm program.

Limitations: All acquisition of migratory waterfowl refuges must first be approved by the Migratory Bird Conservation Commission. Proposals to acquire areas under grants to States must be initiated by the State fish and game departments. Public Domain may be transferred to the Department of Agriculture for wildlife purposes by Executive Order, or areas may be set apart on a cooperative basis by agreement with the Department of Interior.

Bureau of Entomology and Plant Quarantine: This Bureau administers (1) funds appropriated for control or eradication of various insects or plant diseases as provided in the regular appropriation; (2) funds allotted to it from emergency appropriations for Federal projects to control insects and plant pests; and (3) funds appropriated for the control of incipient and emergency outbreaks of insects and plant diseases as authorized in special appropriations.

Limitations: The funds for the fiscal year 1939 under (1) and (2) provide for control or eradication of certain pests, including Japanese beetle, Mexican fruit fly, citrus canker, sweetpotato weevil, phony peach disease, peach mosaic, gipsy and brown-tail moth, blister rust, Dutch elm disease, barberry, pink bollworm, and Thurberia weevil, within certain States or regions. The funds provided from special appropriations included under (3) and the work authorized thereunder vary from year to year depending on the occurrence of emergency or incipient outbreaks of certain insects and plant diseases. Activity is limited to areas in which such outbreaks are occurring or to control or eradication of newly introduced pests and usually is conducted in cooperation with State agencies. In 1938 this work covered grasshopper control in 24 Western and Middlewestern States, Mormon cricket control in 11 Western States, and white-fringed beetle control in part of 4 Southeastern States. Expenditures within a given

experimental county will be limited by the allocation of funds available in each fiscal year.

Sugar Division: Title III of the Sugar Act of 1937 provides for conditional payments to sugar beet and sugarcane growers. The Sugar Division is responsible for the administration of this Act and administration of the payment program in the field is carried out through the Agricultural Adjustment Administration.

Limitations: Since the Sugar Act establishes the rate of payments and the Secretary is required to establish, for each grower, the "proportionate share" acreage for the farm, compliance with which is a condition for payments under the Act, the funds available for payments to sugar beet and sugarcane growers can not exceed the amount which would be paid under the determinations of the Secretary. The requirements of the Sugar Act relating to non-employment of child labor and payment of minimum wage rates for agricultural labor, established by the Secretary under the Act, would have to be complied with. It may be advisable, however, to take into consideration recommended modifications of farming practices required as a condition for payments in connection with the production of sugar beets and sugarcane under Section 301(e) of the Sugar Act, which practices the Act requires to be "consistent with the reasonable standards of the farming

community in which the farm is situated". The allotment of "proportionate shares" to growers within any factory district is now administered under certain specified standards by factory district committees, and it may be possible to work out recommendations for more economic allotment of such acreage to growers within a given district, under the standards established in the proportionate share determinations of the Secretary.

Extension Service: The fields of activity of the Extension Service as defined by the Smith-Lever Act of 1914 are --
". . . . to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same," "to persons not attending or resident in said colleges (land Grant Colleges) in the several communities and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such a manner as may be mutually agreed upon by the Secretary of Agriculture and the State Agricultural College or colleges receiving the benefits of this Act."

This and subsequent legislation designates the Extension Service to carry on such activities as may properly be deemed to be of an educational nature and pertaining to those in-

fluences which have a direct bearing upon the welfare of agriculture.

The work proposed under this suggested type of activity is of a fundamental nature and directly concerns the future well-being of the farm people of each county involved. Since the Mount Weather agreement specifically charges the Extension Service with the responsibility of developing the land-use planning work which is basic to the procedure herein considered, the Extension Service is making this one of its major activities.

Organization and Procedure for Program Development:

In Washington: The responsibility for aiding in the development of unified county programs, for appraising suggested programs and making recommendations thereon will be assigned to an Inter-Bureau Committee consisting of representatives of the several administrative agencies, the Bureau of Agricultural Economics, the Extension Service, the Office of Land Use Coordination, and the Solicitor's Office.

In the States: The State Land Use Planning Committee should be responsible for the project in the State and, with the aid of local people, should select the county or counties for which a unified program is to be recommended. The State Committee will be responsible for helping guide the work in the county selected and for recommending the appropriate part of the proposed unified program to the Department and for recommending

that part of the program dealing strictly with State and local affairs to the appropriate agencies in the State.

In the County: After a county acceptable to all agencies concerned has been decided upon, representatives of the State Land Use Planning Committee should meet with the County Land Use Planning Committee (as reconstituted under the Mount Weather agreement) and such other local leaders as may be desired for the purpose of presenting the general objectives of a unified program and ascertaining whether the people in the county are interested in developing such a program.

In actually working out the unified program, it will be desirable to use the County Land Use Planning Committee, whose function it will be to formulate the program. A competent person acceptable to the State Land Use Planning Committee, usually either the State representative of the Bureau of Agricultural Economics or a joint employee of the College and the Bureau of Agricultural Economics, should be designated to work with the County Land Use Planning Committee.

The first job of this group will be to take the county land use planning report (or reports where an area or district lies in two or more counties) as approved by the State Land Use Planning Committee and such other data as are available regarding the agricultural problems in the county, and consider the means by which the various programs can help accomplish the goals recommended. Where a county land use

planning report is not now available, the County Land Use Planning Committee should start work immediately on such report and carry it forward to the point where the State Land Use Planning Committee is willing to accept it as a guide in developing a unified program.

The County Land Use Planning Committee might proceed in either of two ways: (1) it could develop one or a number of alternative approaches which it would consider applicable to the situation in the county; and then ascertain the reaction and preference of the farmers to these, or some different approach, in a series of community conferences; or (2) the committee could start by holding a series of small discussion meetings throughout the county, which would provide opportunity for getting additional information from farmers with respect to the conditions in the county, and for ascertaining the ideas and suggestions of different people with respect to what should be included in a unified program. After these conferences, the committee could then develop a suggested program for subsequent submission to the farmers of the county for approval.

Approval of Program: As soon as the general principles for the unified county program have been decided upon, the recommendations developed to the point where the changes in the several action programs and rearrangements in administrative procedure can be indicated, and these changes and the program itself approved

by members of the County Land Use Planning Committee, the unified program should be submitted to the State Land Use Planning Committee.

The State Land Use Planning Committee should consider the proposed unified program, and, if approved by members of the Committee, should forward it through the Federal Director of Extension to the Chief of the Bureau of Agricultural Economics, for submission to the Inter-Bureau Committee.

The Inter-Bureau Committee will analyze the proposed unified program and will transmit such changes or amendments, with respect to that part of it dealing with programs of the Department as are deemed necessary, to the chairman or secretary of the State Land Use Planning Committee for consideration of both the State Committee and the County Land Use Planning Committee.

As soon as agreement is reached in the Committees and farmers in the county have signified their general approval, the proposed unified program will be submitted, through the Agricultural Program Board, to the Secretary for his final approval.

It is proposed that the parts of these unified programs relating to the Federal action programs be ready for administration in 1940. If this is to be accomplished it will be necessary to develop the organization and start work immediately. It is particularly desirable that any changes or modifications

in the Agricultural Conservation Program (administered by the Agricultural Adjustment Administration) be ready for approval by farmers in areas where fall-planted crops are grown by mid-summer, and no program should be offered for approval which cannot be ready for administration by January 1, 1940.

Administration of Program: Each of the administrative and educational agencies will have to continue to assume the responsibility for administering the portion of the unified program which applies to it; however, it is expected that these agencies will be guided with respect to policy determination which may affect the other agencies on the national level by the Inter-Bureau Committee, on the State level by the State Land Use Planning Committee, and on the county level by the County Land Use Planning Committee.